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MARINE AND DOCK LABOR

Work, Wages, and Industrial Relations During the Period of the War

REPORT

OF THE

Director of the Marine and Dock Industrial Relations Division, United States Shipping Board

SUBMITTED TO THE BOARD
AS OF DECEMBER 31, 1918

By

ROBERT P. BASS
DIRECTOR

Prepared by
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LETTER OF SUBMITTAL.

PASADENA, CAL.,
February 1, 1919.

To the UNITED STATES SHIPPING BOARD:

As director of the Marine and Dock Industrial Relations Division of the United States Shipping Board from the formation of the division until December 31, 1918, I have the honor of submitting herewith my report.

Recent labor developments in England, on the Continent, and in our own country make it very plain that complete publicity must be given at this time to all facts bearing on the Government's part in industrial relations. The methods long in use by private employers in this country and abroad have, unfortunately, led to a deep hostility between the managers of industry and their employees. The late occurrences at Seattle and the threat of serious disorders in England are indications of a serious condition which is certain to spread wherever the old conception of handling labor matters remains unchanged. The progress of demobilization is bound greatly to complicate this problem.

It must surely be apparent to all far-sighted people that if the Government is to do its share toward checking a chaotic and destructive disorganization of industry in this country, it must by some radical change of policy free itself from all connection with the management methods against which such overwhelming forces are rising in blind protest. Not only must the Government, as heretofore, convince the leaders of labor that its intentions are right, but, lest these leaders be helpless to stem the tide, it must now reach the men themselves.

In a time like the present the Government is in a position to do more than any other agency possibly could to stem the tide of unrest and divert the energies of labor into wholesome channels. The Government has no secrets regarding labor matters which it needs keep from the Nation. Consequently, it can be entirely frank and outspoken in its dealings with employers and employees and in its efforts to construct a durable industrial peace.

In its capacity as the largest employer of labor the Government has for some time experienced a very great opportunity and assumed

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a responsibility second to none in its importance on the future of this country. If the Government neglects its opportunity, and its agencies are no more constructive in dealing with the fundamentals of industrial relations than has been the case elsewhere, we shall undoubtedly experience the same chaotic period of drastic and revolutionary readjustment which seems to be imminent in Great Britain. There is only one hope of our escaping the approaching industrial turmoil. This lies in the development and early application of a constructive industrial program based on the existing post-war conditions, as distinct from and in contrast to the industrial relations which existed before the war. It is now clear that no such constructive plan can be developed through private enterprise alone. If it is to come at all, the initiative must be taken by the Government.

The particular manner in which the Government can best exert a helpful influence over industry is through education or publicity. The Government should systematically inform both employers and employees in regard to many matters of the utmost interest and importance to each. (1) It should acquaint labor with the Government's activities and service to labor in the past. (2) It should create in labor an appreciation of its joint interest with capital and with the Government in the problems of production. (3) Satisfactory assurances should be given that labor will have a substantial voice in determining the distribution between capital and labor of the profits of production. (4) Labor should be promised its reasonable share of any increase in production. (5) There should be a joint determination of wages, hours, and conditions of work. (6) Based on the foregoing principles, great emphasis should be placed on labor's interest and responsibility in the processes of production. (7) Finally, there should be a detailed analysis and full explanation of all the processes and problems of production, accompanied by explanations to each group of workmen as to the particular way in which they can facilitate and improve these processes.

I believe that we have emphatically come to the time when we must make it clear to the workman himself that production is his problem and that he will profit or suffer in direct degree as this problem is effectively or ineffectively handled. In order to make this possible, labor must be given its full responsibility, together with the power to act in relation to that responsibility. We must promulgate a labor policy which affirms labor's right to a substantial voice in determining the conditions under which it works and labor's corresponding responsibility. A means must be found to measure the results of labor's actions and to make these clearly understood by the men who actually do the work. If possible, we must convince employees that there is a way in which they can give expression to

all their legitimate aspirations; that there are impartial and effective means for the constructive development of those principles which are to-day demanding expression throughout the industrial world.

Such educational work is sorely needed at this time for the purpose of establishing a sound basis of industrial relations between the Government, the productive workers, and the management in industry. It may perhaps serve as a safeguard against extreme revolutionary industrial propaganda, which now threatens the industrial organization of the whole civilized world.

The time has passed when the appeal to patriotism will have any influence. Revolutionary industrial propaganda can never be stilled by arbitrary suppression, by court decisions, by imprisonment, or by strong-arm methods. In my opinion, the use of these methods constitutes grave national danger. It will jeopardize our whole industrial organization and present system of civilized development and will destroy our present form of government. The kind of disorganizing propaganda now so far-reaching in its scope can not be forcibly suppressed. It can only be successfully combated by enlightened, sound, and universal education among those whom this propaganda is intended to reach.

With this situation in mind, the attention of the board, the shipping interests, and the public is hereby called to the following report, in which are recorded the difficulties encountered and the results achieved in an effort to apply to the American merchant marine a constructive labor policy.

Our thanks are extended to the shipping interests, the employees' associations, and to various departments of the Shipping Board and Government for assistance rendered in the carrying on of the work of this office and in the gathering of material for this report.

ROBERT P. BASS.

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PART I

THE ADJUSTMENT OF LABOR ISSUES

CHAPTER I.

THE AMERICAN MERCHANT MARINE DURING THE WAR.

It is hardly necessary to speak of the part played in the winning of the war by the allied and American merchant marines. It was largely because of an attempt to drive her ships from the seas, or from a part of them, that the United States entered the war. For a long time after this step was taken the question as to whether the enemy would succeed in breaking communications caused grave apprehension. But when the supreme test finally came and the whole issue of the war was made to rest on one violent campaign, such a volume of troops and supplies was hurried across the Atlantic as to lead to overwhelming victory.

While the part played by the American merchant marine in this great crisis is appreciated by everyone, many people doubtless thought of the achievement as solely one of construction, or felt that the great ships once on the ocean would by their mechanism alone bind together the two continents. It needs, therefore, to be clearly understood that any effective participation of America in the war depended primarily on her ability to develop an adequate and, above all, an unbroken transportation service for men and supplies over the 3,000 miles of Atlantic Ocean, and that this problem was both a problem of mechanics and of organization.

1. THE DIFFICULTIES OF WAR-TIME OPERATION.

To make clear the magnitude of this problem, it need only be pointed out that the American merchant marine in all its branches required the service of between 175,000 and 200,000 men, even before the great expansion of the summer and fall. To load and unload the ships required the services of approximately half as many more. Nor were these men all of one type, or occupation, or nation. More than one-half of the civilian crews of American vessels engaged in overseas trade were from the beginning until the end of the war citizens of foreign countries. In the loading of vessels the work was done by longshoremen, whose industrial standards prior to the war were so different from those of other skilled and semiskilled labor that for many years they had been compelled to live as a class somewhat apart from the general social life and thought of the country.

Toward the other end of the industrial scale there was a large body of licensed officers.

Prompt and coordinated action on the part of this vast and heterogeneous army of labor was essential to the movement of vessels. Yet there were many factors ready to demoralize it. As in the case of labor in other industries, the rise in the cost of living, a shortage of labor, and sporadic increases of wages in this line of work or that, all combined to foster a high labor turnover and general confusion. The remarkable expansion of the merchant marine had drawn to it a considerable number of men from outside and subjected the industry to all the strains of rapid growth carried on under pressure of great need. Thus between June 30, 1914, and December 31, 1918, the total gross tonnage of the American merchant marine increased more than 30 per cent, and that engaged in overseas and foreign service probably increased not far from four or five fold. As early as August, 1917, it was necessary to make far-reaching plans for the dilution of labor. The manning of many vessels by the Navy during the last few months of the war and the gathering in of civilians by the Shipping Board's Recruiting Service simplified the problem of finding men for overseas transportation. But no consideration of this kind lightened the problem as regards the loading and unloading of vessels or the operation of harbor craft. Late in the war the operation of the selective draft necessarily made the whole labor situation more difficult. Nor should it be overlooked that throughout the war a considerable and increasing proportion of the men had voluntarily to assume the danger due to submarine warfare.

The most serious aspect of the marine and dock labor situation, however, was not the expansion or the danger, but the extreme need for continuous and efficient labor and the ease with which groups or individuals might have delayed traffic. As time passed, the possibility of any interruption of traffic became constantly a matter of greater and greater national concern. The whole situation, indeed, was such as to afford unusual temptation to the men to try to take things into their own hands, and there were few industries where there were better opportunities or more dangers in the matter of enemy propaganda. Under the circumstances, one might have thought that the whole scheme of civilian labor would have broken down, and that coercion in some form would have had to be universally applied.

2. UNUSUAL RESULTS ATTAINED IN THE HANDLING OF LABOR PROBLEMS.

Fortunately for the success of the allied cause, no such disaster occurred, and to the very great credit of American labor no such remedy had to be applied. The burden placed upon marine and longshore employees was carried loyally and successfully, and it

was not found necessary to apply coercion of any kind. Not only was a tremendous volume of material handled effectively, but in the whole field of marine and dock labor there was no serious disaffection or interruption of traffic during the period while the United States was at war. As far as the licensed officers and seamen on vessels were concerned, the elimination of strikes was practically complete, which was also true of the crews on harbor craft and barges. Among the longshoremen there was only one short strike of any consequence.

The successful operation of America's merchant fleet during the war was to a very large extent due to the patriotism and sound leadership which prevailed among the men. There are, however, conditions which are calculated to encourage the growth and ascendency of the more reasonable spirit among both operators and employees, and there are conditions which lead to the opposite result. There are ways of dealing with individuals, with labor organizations, and with shipowners that bring all parties to a closer understanding of one another's problems and to a keener appreciation of their patriotic duties, and there are ways that lead to disaster.

The Shipping Board has consciously striven during the war to develop those policies which would foster a considerate spirit and lead to harmonious industrial relations among the various parties with which it has come in contact. It was compelled to undertake this task because of the exigencies of war; but it has sought to take advantage of the emergency which required its active participation in the shipping industry to develop policies which it believed would prove sound in view of what should constitute a normal peace-time policy. It is believed that it was the successful working out of this plan which is the best explanation as to how the ships were kept moving, and it is hoped that the spirit and method which the board has developed will in the end constitute one of the most valuable contributions of the war to the future prosperity of the American merchant marine.

3. IMPORTANCE OF PROFITING BY WAR-TIME EXPERIENCE IN THE FORMULATION OF A PERMANENT PEACE-TIME POLICY.

So vital is the question of sound industrial relations to the efficiency of all shipping operations that it has been thought proper that the experience and lessons of war-time operation should be given publicity. With that end in view this report has been prepared as a permanent record of the policies which have guided the Shipping Board in its dealings with marine and dock labor and as a vehicle of information with regard to the adjustments in wages and working conditions which the expansion of shipping under war conditions was found to warrant.

In the balance of Part I, attention will be focused upon the work of the Marine and Dock Industrial Relations Division, which was

created by the Shipping Board "to have the general supervision, subject to direction of the board, of all labor questions" coming within the board's jurisdiction. This will contain an account of the machinery established under this division to deal with the various special classes of labor, as well as an explanation of the general principles which have guided its policy and which it wishes to recommend for general adoption.

Parts II and III will complete the report by giving as adequate a picture as possible of the field of marine and dock labor, and the concrete changes which have taken place in it since the beginning of the war in 1914. This will include the most accurate available data with regard to the number of marine and dock employees in the different branches of the service, sketches of the chief organizations of employers and employees, and, finally, as a record of what the Marine and Dock Industrial Relations Division of the Shipping Board has done, the most detailed possible description by statement, table, and chart of the course of wages both under Government awards and otherwise from 1914 to the close of 1918. Under the pressure of war necessities the division did not find it possible to go as far as would have been desirable in the standardization of working conditions. Such action, however, as has been taken is recorded in the last chapter of the report.

In the examination of this report it should be kept in mind that the function of the Marine and Dock Industrial Relations Division, which, during the period of the war, overshadowed all its other responsibilities, was the establishment and maintenance of such industrial relations between employers, employees, and the Government as would prevent any serious interruption of marine transportation. This result had to be attained at any cost. But the division felt that it was of the utmost importance, both during the war and for the period following the war, that this action should be based upon a sound policy; that it should result in equitable wage adjustments; and that the conditions of work fixed should be such as to serve the joint purpose of safeguarding the interests of employees and of facilitating the rapid movement of vessels.

The accomplishment of the function of the division, so far as the elimination of strikes is concerned, has already been referred to. It is believed that a study of the tables and charts in this report will indicate that, considering all existing conditions, the wage increases granted were reasonable; that in the light of the increases in wages on shore they were certainly not excessive. Finally, the director of the division can himself testify to the friendly cooperation with which he has been met by all the classes of labor with which he had to deal and to a willing participation in the program of the division on the part of nearly all of the employers.

CHAPTER II.

THE SHIPPING BOARD'S RELATIONS WITH THE VARIOUS CLASSES OF MARINE AND DOCK LABOR.

There are three main branches of labor whose cooperation is essential to the carrying on of marine transportation: First, the licensed officers and crews who navigate vessels; second, the longshoremen who do the loading and unloading; and, third, the employes on tugs, ferries, barges, lighters, or other harbor craft essential to the local movement of freights or ships.

1. LICENSED OFFICERS AND CREWS ON OCEAN AND LAKE GOING VESSELS.

a. THE ATLANTIC AGREEMENT.

Steps were taken to insure an adequate supply of seamen and to guarantee the peaceable solution of various marine labor questions as early as the spring of 1917. War had been declared to exist on April 6. On May 8, 1917, a conference was held between the Shipping Board, the steamship owners sitting on the Shipping Committee of the Council of National Defense, and representatives of the International Seamen's Union, at which what later came to be known as the Atlantic agreement was worked out.[1] Under this agreement, the Shipping Board and the shipowners agreed to pay a standard scale of wages, and both sides subscribed to a definite understanding with regard to war-zone bonuses and compensation for losses of personal effects. The representatives of the organized seamen were granted access to docks and vessels. The seamen, on their part, agreed voluntarily to a dilution of labor, in accordance with which 40 per cent of the deck crews were to be made up of ordinary seamen or boys; persons, that is, who would come in as nonunion employees.

[1] The Shipping Board was represented at this conference by Chairman Denman and Commissioners Stevens, Brent, and White. The shipowners were represented by P. A. S. Franklin, of the International Mercantile Marine; H. H. Raymond, of the Atlantic, Gulf & West Indies Steamship Lines; Frank C. Munson, of the Munson Steamship Line; E. M. Bull, of the A. H. Bull Steamship Co.; L. H. Shearman, of W. R. Grace & Co.; and D. T. Warden, of the Standard Oil Co. Representing the International Seamen's Union there were present Andrew Furuseth, president, and Messrs. H. P. Griffith, G. H. Brown, Oscar Carlson, Dan Ingraham, and P. J. Pryor. Commissioner Chamberlain represented the Bureau of Navigatiton of the Department of Commerce.

The seamen further agreed to urge seafaring men then engaged in shore work to return to the sea and to assist in the training of apprentices.

The Atlantic agreement was ratified by the various parties involved on August 8, 1917, and approved by the Secretary of Commerce and the Secretary of Labor August 17. It was the first written agreement which had ever been made between the body of American shipowners and the representatives of the Seamen's Union, and with its subsequent modifications and extensions has constituted the basis for the peaceful solution of many perplexing war-time labor problems. While the fixing of standards as to wages and war compensations was given due attention, the dominant note in the Atlantic agreement was the effort to provide for the expansion of the American merchant marine and to insure the increase in efficiency of its personnel. To attain this end the seamen voluntarily accepted conditions less favorable to union labor than those prevailing before the war. This was particularly true of the Pacific coast, where at the outset of the war the seamen are understood to have been about 95 per cent organized.

More important, however, than any detail contained in the Atlantic agreement was the fact that it constituted a first coming together of men who, had they worked at cross purposes, might have brought irreparable confusion and disaster into the shipping situation.

b. MARINE CONFERENCE, MAY, 1918.

While the Atlantic agreement constituted a good beginning in the effort to solve marine labor problems, it dealt with certain enumerated matters only, it was agreed to in the first instance exclusively for the Atlantic and Gulf, and it did not include the licensed officers. Moreover, changing conditions were rapidly rendering obsolete certain of its provisions. Accordingly, between April 29 and May 4, 1918, there was assembled at Washington on the initiative of the Shipping Board a Marine Conference, at which were present delegates representing the shipowners and employees from every section of the country, the latter including both officers and crews. During the five days of this conference all the issues affecting the supply, remuneration, living conditions, and efficiency of marine labor were thrashed out with great freedom, and each group of men came to understand more fully both the great problems involved and the aims of other groups.

As the conference began to turn from a discussion of conditions and problems to the question as to what should be done to build up and retain in the marine service the great body of men required to man America's new fleet, two facts became clearly defined: First, the predominant position and interest of the United States Shipping

Board as far as the problem concerned the Atlantic and Gulf coasts; and, second, the necessity for a technical study of many of the questions before intelligent judgment could be rendered.

On the Atlantic and Gulf coasts the Shipping Board expected to own nearly all the large vessels then under construction. The board had already requisitioned practically all steam vessels of more than 2,500 gross tons, and was either paying the wages in full or had entered into contract with the charterers to pay all advances in wages over the standard prevailing on August 1, 1917. The private operators, of course, were vitally concerned with the ultimate effect upon the shipping industry of war-time awards and methods of operation, while their familiarity with the practical problems of ship operation made their counsel and cooperation essential to the success of anything the Shipping Board might do. Nevertheless it was clear that for the time being the burden of any wage increases must fall upon the Shipping Board, and it was equally evident that the Shipping Board would be the party immediately responsible for the success or failure of the whole transportation service.

The chief tangible result of the Marine Conference was the agreement of the licensed officers and seamen to leave to the Shipping Board the fixing of all rates of pay on the Atlantic and Gulf as well as the determination of working conditions. The shipowners on their part agreed that the standards so determined would be binding on all shipping on the coast regardless of whether or not it was requisitioned. The Shipping Board, in short, was given, in addition to its own rights and powers, a general commission by both employers and employees to settle all marine labor questions rising during the war on the Atlantic and Gulf coasts.

This task involved the settlement of any pending disputes, and the arbitration of all future differences; the holding of hearings, and the fixing of wages and conditions of work; the interpretation of awards or rulings not wholly clear; and the examination and adjustment of grievances.

c. CONFERENCE COMMITTEE OF FIVE.

In order that the Shipping Board might have the help of vessel operators and employees in the working out of the various problems connected with the supply and living conditions of seamen, the Marine Conference arranged for the creation of a standing committee of five, consisting of representatives of the employers, the employees, and the Shipping Board.[1] This committee held periodic meetings at which were taken up such questions as the issuance of a

[1] This committee consisted of Robert P. Bass, chairman, representative of the Shipping Board; Franklin D. Mooney and A. S. Hebble, representing the steamship interests; Andrew Furuseth, president of the International Seamen's Union; and Dr. A. Warner Parker of the Bureau of Immigration of the Department of Labor.

"Call to the Sea," which would inform seafaring men and others of the need for their services in the merchant marine; the establishment of some suitable system of employment offices that would supersede the activities of "crimps"; the putting of the forecastles of the ships in such sanitary shape that American boys could be induced to go to sea; and the operation with respect to seamen of the selective draft.

Substantial progress was being made toward the working out of all of these problems up to the time when the signing of the armistice removed some of the problems and made it necessary to reconsider how the others should be worked out in view of peace conditions.

d. QUESTIONS LEFT FOR DIRECT ACTION BY THE SHIPPING BOARD.

Issues regarding the pay and working rules of licensed officers and seamen were, however, left for direct action by the Shipping Board. After a careful examination of all aspects of the situation the Shipping Board on May 18, 1918, issued a wage scale for unlicensed members of the deck and engine departments; on June 1, a wage award covering the steward's department; on June 21, a supplemental wage scale, including several occupations not listed in the decision of May 18; and on June 14, a classification and wage scale for licensed officers. In the case of licensed officers on ocean-going towboats arrangements were made by which the National Adjustment Commission, on which the Shipping Board as well as the operators and men were represented, fixed wages by an award of July 10. All of these awards were retroactive to May 4, the date of the closing of the Marine Conference.

On June 27, 1918, the Shipping Board issued a set of working rules for licensed engineers; on August 3, for licensed deck officers; and on August 24 published a set of rules for seamen which had earlier been agreed upon between the parties. On July 30 a set of instructions was issued modifying and defining the Atlantic agreement and containing certain other provisions regarding the operation of ships.

As a good deal of difficulty had arisen out of the bonus provisions contained in the licensed officers' award of June 14, this case was later taken up for reconsideration. In an award issued December 20 the bonus was abolished and a new scale established, effective January 1, 1919. This last award was made by a special commission, created by agreement of all parties, on which sat representatives of the employers, the men, and the Shipping Board.[1] This same special commission also issued an award for radio operators, effective as of January 1, 1919.

[1] This commission consisted of Robert P. Bass, chairman, appointed by the Shipping Board; Franklin D. Mooney, appointed by the American Steamship Association to represent the shipping interests; and William S. Brown, president of the Marine Engineers' Beneficial Association, selected at the request of the licensed officers' associations by the Secretary of Labor.

All of the awards mentioned thus far in this section grew out of the Marine Conference and were limited in their application to the Atlantic and Gulf coasts. On the Pacific coast the shipowners, licensed officers, and seamen were able to make their own agreements with regard to wages and working rules; and they put into operation a plan for the dilution of labor similar to that contained in the Atlantic agreement. The Shipping Board accepted for its own vessels operating on the Pacific the wage rates established in the manner mentioned.

e. THE SITUATION ON THE GREAT LAKES.

On the Great Lakes marine labor issues have centered very largely around the policy of the Lake Carriers' Association. The vessels of this association carry the iron ore and other bulk cargo, which constitute about four-fifths of the total Lake tonnage; and whatever action the Lake Carriers' Association takes is naturally of vital significance to everybody, including unaffiliated lines, consisting chiefly of passenger vessels, package freighters, and lumber carriers, known as the "independent operators."

The task before the Shipping Board as regards the Great Lakes has been to try to maintain uninterrupted traffic in a district where the labor policy followed by the Lake Carriers' Association and the principles believed in by the organized seamen of the Lakes have been so diametrically opposed that a peaceable adjustment of labor issues has at many times seemed out of the question. For many years the basic policy of the Lake Carriers' Association has consisted in adherence to the principle of the open shop. This policy might in itself have caused a deep and fundamental clash; but the special ground for controversy, when the Shipping Board first became concerned, was the association's Welfare Plan.

In the fall of 1917, the Welfare Plan included in its membership most of the employees of the Lake Carriers' Association. It had educational, savings, and benefit features concerning which there was little or no serious contention. Another function of the plan, however, was to serve as an employment system for seamen. From men gathered in its assembly halls the vessels of the Lake Carriers' Association commonly recruited their crews, and by a system of records including a "continuous discharge book" carried by members, the association endeavored to keep itself posted regarding the qualifications and character of its applicants for employment. The discharge books were issued once a year. They contained places on which the officers of vessels made reports on discharged seamen, and it was contended that production of this book was generally necessary to secure employment on Lake Carriers' vessels. It was further claimed that the

discharge book feature could be and had been used whenever necessary as a means of carrying on a thoroughgoing policy of discrimination against union members.[1]

Because of hostility to the discharge book, and unrest growing out of alleged grievances, combined with a general suspicion of the purposes of the Lake Carriers' Association, the Lake unions late in September, 1917, announced a general Lake strike, to begin October 1.

The maintenance of traffic on the Lakes was absolutely essential to the successful prosecution of the war, involving as it did the movement of ore, essential to the munitions and shipbuilding industries, and the transportation of wheat, necessary to feed our armies and our allies. In view of the serious emergency, Vice Chairman Stevens, of the Shipping Board, brought together the two parties and, so far as the wage issues were concerned, a prompt settlement of the dispute was effected. The real issue on the Lakes, however, has not been a matter of wages, as the Lakes Carriers' Association have followed the practice of bidding high in this respect. In order to eradicate the more serious and fundamental sources of dissatisfaction, Mr. Stevens therefore announced that the Shipping Board would make an investigation into the Welfare Plan and discharge book system, and that it would also formulate recommendations with regard to an issue regarding overtime. On the basis of this understanding the union leaders ordered that the impending strike be indefinitely postponed.

After an investigation carried out in accordance with this promise the Shipping Board announced on November 21, 1917, that what had been known as the continuous discharge book should be abolished. In its place individual certificates of discharge might still be issued; but only such specified data could be given as would describe the seamen and the nature of his service, thereby eliminating the objectionable "personal opinion" feature, or any other notation that might indicate a seamen's union activities. By this regulation it was hoped that the good features of the Lake Carriers' Welfare Plan might be saved, but that the possible use of its records as a "blacklisting device" might be prevented. A decision regarding overtime was postponed pending a more thorough investigation.

With the opening of Lake navigation in the spring of 1918, it was found that the labor issues in that section were assuming a much more serious form. The Shipping Board was informed that the Lake Carriers' Association had substituted for the discharge book a "certificate of membership," with a pocket in it, as a container

[1] For a fuller description of the Welfare Plan, see Brissenden, "Employment System of the Lake Carriers' Association," Bulletin of the United States Bureau of Labor Statistics, Whole No. 235.

for the individual discharge certificates, and that all the papers had as before to be produced and deposited at the time of employment. It was believed by the men that the new device could be made to serve exactly the same purpose as the old.

In the meantime there had risen into prominence a difference between the Lake Carriers' Association and the Lake Seamen's Union with regard to what should constitute a patriotic attitude toward the war. The Lake Carriers' Association had not signed the "Nation's appeal for men to man its merchant ships," generally known as the "Call to the Sea." They had refused to enter into any arrangement similar to the Atlantic agreement, and had not cooperated with labor leaders in developing a system of recruiting and training, although the association had given such cooperation to the Naval Reserve. They refused at the Marine Conference to meet in the same room with the representatives of the Lake seamen.[1]

The union leaders interpreted all these acts as the sign of a hostility and aversion toward themselves so strong as to obliterate all sense of responsibility for what they felt had become a universal patriotic duty. The country was passing through a national crisis, in which the need for additional men and for cooperation among all parties concerned with shipping or seamen was supreme. Though the union leaders had long sought from the Lake Carriers' Association the same recognition accorded by the "independent operators," they refrained from advancing recognition as an issue at this time. They claimed that both sides should drop extreme attitudes and follow the example set by shipowners and employees on the Atlantic and Pacific coasts, who had pledged themselves to work side by side in the effort to arouse enthusiasm and encourage recruiting and training. The Lake Carriers, on their part, declared that the seamen of the Lakes were merely attempting to use the war situation to effect a change in the nature of industrial relations which they could not have effected in times of peace.

The refusal of the Lake Carriers' Association to sign the same document or sit in the same room, their unwillingness to enter into a cooperative agreement, roused the determination of the organized seamen as no difference with regard to wages only could have done. A strike vote was taken and carried, effective July 29, and it began to look very much as though no power, unless that of Government

[1] In the matter of the refusal of the Lake Carriers' Association to participate in the Marine Conference, Chairman Hurley later issued the following statement (July 25, 1918): "The Lake Carriers declined to attend, on the ground that such attendance would be a recognition that organized labor represented their employees, which they denied, and accordingly met the Shipping Board in separate conference. For a number of years the Lake Carriers' Association has not dealt with representatives of organized labor on their vessels. The Shipping Board regrets the attitude of the Lake Carriers in this respect, but, in view of the national labor policy promulgated by the President's proclamation of April 8, 1918, it did not feel that it would be justified in forcing the Lake Carriers to meet with representatives of the unions."

intervention, could prevent the question as to what conception of industrial relations should prevail upon the Lakes from being brought to a violent and disastrous test.

In an effort to ease this tense situation the Shipping Board had already taken up the question of the discharge system, and during the months of June and July suggested and then directed that the discharge certificate should not be in book form or accompanied by a container, and that it should state on its face that it was the property of the man to whom it was issued. Nor was the holder of the certificate to be required to deposit it or produce it at the time of hiring. It was declared to be "the intent of this finding that seamen should be employed solely with reference to their fitness for the work and not with reference to membership in the Welfare Plan, nor with reference to affiliation with or activity in any union."

On June 25, 1918, the Shipping Board, having carried out an investigation, and having also had a conference with representatives of the Lake Carriers' Association, rendered a decision in the matter of overtime, in which it was announced that on vessels of the Lake Carrier's Association of over 100 gross tons, work in excess of the hours specified in section 2 of the seamen's act should be prohibited.

On July 27, two days before the strike was to have taken effect, the Shipping Board announced the establishment of a training station on the Lakes and instructed the Lake Carriers' Association (and all other Lake vessel operators) to cooperate with that service in the training of seamen along lines analogous to those followed on the Atlantic. On July 28 Chairman Hurley directed the association to sign the "Call to the Sea" and recommended the temporary discontinuance of registering seamen in the Lake Carriers' assembly halls.

These various decisions and orders had disposed of most of the reasons advanced by the unions for a strike, and on the afternoon of the 28th the union leaders called off the strike which was to have begun at midnight.

In the meantime it had been arranged by the independent operators and their employees that the Shipping Board should fix the wages of unlicensed members of the deck, engine, and stewards' departments. On August 9, after full hearing, the board issued a decision covering this subject. With slight modifications, this award was also followed by the Lake Carriers' Association. The independent operators, on their part, agreed to introduce on the lakes the principles of the Atlantic agreement.

In the latter part of 1918 the Shipping Board undertook to look into various minor questions affecting the independent operators, including an investigation into the manning of the stewards' department, and a decision regarding the subsistence money to be received

by members of the engine department. There were, however, no further serious crises.

f. LABOR ADJUSTMENT MACHINERY CONTEMPLATED BUT NOT YET PUT INTO EFFECT.

Up to the end of 1918 the Shipping Board had not yet created all the machinery essential to the smooth adjustment of labor difficulties. Either by its own direct action, or by means of commissions on which it was represented, the board had handed down a number of comprehensive awards covering wages, working rules, and other matters. But no agencies had as yet been established for the convenient adjustment of grievances, enforcements, or other issues too small or too remote for efficient handling from Washington. It is believed that it will be necessary to establish boards of conciliation and adjustment in the various ports if the merchant marine is ever to realize in actual practice the full increase in labor reliability and efficiency, which a sound labor policy efficiently administered should bring.

Furthermore, now that the war is over, it should be pointed out that no permanent machinery has as yet been established for fixing the wages and conditions of work of licensed officers and seamen. It is very important that there be created some board on which all the parties interested may be represented, in order that all parties may assume their respective shares of responsibility for such action as is taken by the board, and cooperate in the enforcement thereof. Such a system is particularly needed in peace time, when the patriotic incentive to meet a national crisis no longer exists.

2. LONGSHOREMEN.

a. NATIONAL ADJUSTMENT COMMISSION AND LOCAL ADJUSTMENT COMMISSIONS.

In August, 1917, the basis for a peaceful solution of labor issues rising out of longshore work was established through the creation of the National Adjustment Commission. An agreement was signed by Vice Chairman Stevens of the Shipping Board, the Secretaries of War and Labor, and Walter Lippman for the Government; by T. V. O'Connor, president of the International Longshoremen's Association, and Samuel Gompers, president of the American Federation of Labor; and by P. A. S. Franklin, H. H. Raymond, Frank C. Munson, L. H. Shearman, and D. T. Warden for the shipping interests, in accordance with which a National Adjustment Commission was to be established at Washington, with local adjustment commissions in the several ports. The commission was to be made up of a representative of the Shipping Board, a representative of the War Department, a representative of the International Long-

shoremen's Association, and some one representing the particular shipping interests involved in each case, whether deep water or coastwise, etc.[1] The commission was to have final and binding authority with regard to wages, hours, and working conditions, and in all cases work was to continue uninterruptedly until the local or national commissions should take action. In the event of dissatisfaction with the award of a local commission appeal might be taken to the national commission.

The complete history of the National Adjustment Commission is to be found in the commission's report. It need only be pointed out here that in the adjustment of longshore wages and working conditions much more attention had to be given to local precedents and conditions than in the case of adjustments affecting marine labor. During the early history of the commission nearly all the decisions were local in scope. Local commissions were established in nearly all the Atlantic and Gulf ports, in several of the Lake ports, and on the Pacific at Portland; and where there was no local commission there was usually a representative of the national commission.

In the latter part of 1918 the question as to the payment of longshoremen was taken up for larger territorial units. On October 3 standard deep-water rates were set for North Atlantic ports; on November 2, for Gulf ports; and on December 2, for South Atlantic ports. In October, 1918, coastwise longshore rates were set for most of the North Atlantic ports. These rates were all set directly by the national commission after hearings held in each district.

While the National Adjustment Commission was created in order to handle only longshore matters, inasmuch as it was the one permanent representative body at work on labor problems in the shipping field, it came gradually to be expanded by particular agreements so as to have a wider jurisdiction. Mention has already been made of the fact that the question of the pay of licensed officers on towboats was decided by this commission. In a later section of this report it will be explained how the commission came in many places to have jurisdiction over labor issues affecting harbor craft.

The National Adjustment Commission, though made up in part of representatives of employers, employees, and the War Department, was very closely coordinated with the Shipping Board, owing to the plan by which its chairman and secretary were both taken from the Shipping Board. In the adjustment of longshore and harbor craft labor difficulties it has been unusually successful. All of its decisions and awards have been accepted and put into effect by all the parties at interest. The only strike of any consequence occurred about the 1st of February, 1918, when the 1,200 or 1,500 employees on

[1] At a later date the Navy Department appointed a representative to act in an advisory capacity.

the piers of the Southern Pacific Co. at New York suspended their work. After a few days the striking employees returned to work on the basis of an agreement to arbitrate.

The attainment of these results was doubtless due in part to the disposition of the National Adjustment Commission to hear all cases impartially, and to make its decisions with due regard to all the factors entering into the situation. Its success could not have been so complete, however, had it not been for a very whole-hearted and effective cooperation on the part of the officers of the International Longshoremen's Association, combined with full assistance and support on the part of the shipping interests.

3. EMPLOYEES ON HARBOR CRAFT.

a. NEW YORK HARBOR WAGE ADJUSTMENT BOARD.

In October, 1917, there was a prospect of a tie-up of harbor craft in New York Harbor, and accordingly, on the 20th, the third great field of marine and dock labor was taken in hand and a tribunal established, known as the Board of Arbitration, New York Harbor Wage Adjustment, United States Shipping Board, or, more briefly, the New York Harbor Wage Adjustment Board.

Up to the end of the period covered by this report (Dec. 31, 1918) the New York Harbor Wage Adjustment Board was able to prevent any interruption in New York harbor traffic. That an outbreak was delayed for so long was, however, due more to personal effort on the part of Government and union officials than to the efficacy of the arbitration arrangement. The New York harbor situation stands out as a striking example of the futility of agreements to arbitrate, which include only a portion of the employers and employees in a given locality and industry. Because of the lack of a complete or unified system of arbitration, and because of the attempt to enforce conflicting standards of wages and working hours in a single labor market, the situation at New York was always precarious, and throughout the latter part of 1917 and all of 1918 steadily drifted toward open rupture.

As originally created in October, 1917, the New York Harbor Wage Adjustment Board was the result of agreements signed by certain representatives of the boat owners and of the Marine Workers' Affiliation. When, on November 16, 1917, the first award was made, it was found that the boat owners were by no means a unit in acknowledging its binding force. There were in New York about 500 different owners of harbor craft, including private individuals and corporations, marine departments of railroads, and municipal, State, and Federal agencies. Many of the boat owners claimed that they could not be bound by an agreement which, though signed by their

representatives, had not been approved by each owner individually. According to the report of the administrative member of the New York Harbor Wage Adjustment Board,[1] by January, 1918, approximately 200 companies had been reported as not complying with its award. One of the most unfortunate aspects of the situation was the fact that the municipal, State, and Federal operators were among those who stood out, and this was made an excuse for noncompliance by private owners.

In February and March, 1918, violation of the award on the part of the boat owners, combined with new demands on the part of several of the harbor unions, made the situation so serious that the Shipping Board was compelled to threaten drastic action. Appeals by the board of arbitration to the boat owners and assistance on the part of the various boat owners' associations had reduced somewhat the number of operators not complying. In the case of a considerable number of the owners, however, it was necessary for the Shipping Board to bring strong pressure to bear before cooperation was promised. In the instance of one boat owner the Shipping Board had to initiate steps to commandeer the boats, but actual seizure became unnecessary.

While this action by the Shipping Board caused a gratifying increase in the proportion of owners complying with the award, the situation had already caused the harbor employees to lose much of their confidence in the board of arbitration and in those of their own leaders who had counseled patience. When, therefore, the New York Harbor Wage Adjustment Board on March 20, 1918, issued a new award, in which there was refusal to accede to some of the demands recently made by the men, the employees took violent exception to the action and voted to withdraw their agreement to abide by the decision. After various fruitless attempts to arrange for other arbitration, representatives of both employers and employees finally appeared before the National War Labor Board at Washington on May 14, 1918, and agreed to a new constitution of the New York board.

The agreement of October 20, 1917, had provided for a board made up of one representative each of the Shipping Board, the Department of Commerce, and the Department of Labor. Under the new constitution it was agreed that two additional members should be added, one to be appointed by the representatives of the employers and the other by the representatives of the employees. The original agreement had not committed the unions to a no-strike policy except "pending the decision" of the board. It was now provided that "both parties agree to be bound by the findings and decisions of

[1] B. M. Squires, "New York Harbor Wage Adjustment," Monthly Labor Review, September, 1918, p. 9.

such board in respect to all present and future controversies during the period of the war."

By this time, however, a new complication had come in which was finally to break up all plans for an amicable adjustment of differences. On December 28, 1917, the President, by official proclamation, had turned over to the newly constituted Railroad Administration the property of the railroads, including their marine equipment. On February 21, 1918, Order No. 8, issued by the Railroad Administration, had directed that no changes should be made in the wages or working conditions of railroad employees pending the recommendations of the Railway Wage Commission. On May 15 the Director General of Railroads had issued Order No. 27, which fixed wages among others for "employees of railroads operating ferries, tugboats, lighters, barges." Thus it was that just as the newly constituted board was about to promulgate its first award it found that wage rates and working conditions had already been established for approximately 40 per cent of the New York harbor employees.

The attention of the first Railroad Wage Commission had previously been directed by the Shipping Board to the fact that the establishment of two sets of wage rates and working conditions would jeopardize the interests of the port, and in the report of that commission it was provided that "the award of the commission shall not be applicable to those employees whose compensation is the result of adjustments by or through any agency established for the purpose by the Navy Department, the War Department, the Department of Commerce, the United States Shipping Board, or any other Government agency created since the entry of the United States into the war." This recommendation, however, had not been adopted by the Director General of Railroads in his formulation of Order No. 27.

To follow Mr. Squires' account of the steps next taken,[1] "As soon as Order No. 27 was made public representatives of the harbor unions protested against a distinct wage for railroad marine employees, and particularly against the percentage increase provided in Order No. 27, which, based upon rates of 1915, would restore differentials in wage rates for identical classes of labor. In view of this protest, and because the railroads were parties to the agreement of October 20, 1917, and May 14, 1918, the board of arbitration voted to withhold its decision until the matter could be brought to the attention of the Railroad Administration. The case was laid before the Board of Railroad Wages and Working Conditions. Officials of the harbor unions appeared before the board and testified to their unwillingness to have Order No. 27 applied to railroad marine workers in the port of New York. Representatives of the Arbitration Board and of the Shipping Board urged that the situation would

[1] Monthly Labor Review, September, 1918, p. 12.

be hopelessly confused by the application of two distinct awards. The tentative award of the Board of Arbitration was reviewed and the Railroad Administration approved it informally, suggesting that it be issued recommendatory to the Railroad Administration. The award was issued June 8, effective until May 31, 1919, unless in the judgment of the board conditions should warrant a change prior to the date of expiration. In a subsequent order under date of June 18, 1918, the Railroad Administration confirmed the award, making it applicable to railroad marine employees in the port of New York."

On the issuance by the New York Harbor Wage Adjustment Board of the award of June 8, both boat owners and harbor employees requested a rehearing on certain points. In order that the board might be able to cooperate more fully with the Railroad Administration, both in the rehearing and subsequently, the make-up of the board was again modified so as to provide for two additional members, one representing the railroads and one representing employees. Thus the board came to have in all seven members. Certain amendments and additions were thereupon made to the award of June 8, and the whole was reissued on July 12, effective as of June 1, 1918, for the same period and under the same conditions as the award of June 8. The award of July 12 was also approved by the railroad administration.

During the period which elapsed between the promulgation of Order No. 27 and the decision of the Railroad Administration to follow the harbor award a number of the railroads had started to pay the rates authorized by Order No. 27. When it was announced that these rates would be superseded by those contained in the harbor award a strong opposition at once arose among the railroad employees. In some cases the rates authorized by Order No. 27 were higher than the rates in the award. Of more general consequence was the fear on the part of the employees that they would lose the lump sums due them under the railroad order for back pay to January 1. By a misconception of Order No. 27 it was also assumed that it gave employees extra compensation for work over eight hours. The railroad employees, therefore, hastened to assert that the railroad marine departments should not be classed with other marine interests, and some of them even went so far as to organize a union of their own.

In an effort to meet this situation it was decreed by the Railroad Administration that Order No. 27 should be effective until June 1, 1918. The harbor award, however, had provided that rates in effect on or prior to June 1 should not be reduced, and this meant that any railroad employee who was given by Order No. 27 a rate in excess of that granted by the harbor award would continue to receive the higher rate. In other words, railroad employees were paid under

the harbor award or under Order No. 27, in accordance with whichever one would give the higher rate. As Order No. 27 was based on rates in effect in December, 1915, and there were at that time wide differentials for identical classes of labor it further followed that among the railroad marine employees themselves there were created substantial and wholly illogical wage differentials.

This condition, of course, created a great deal of agitation and dissatisfaction. The Railroad Administration sought to remedy the situation by standardizing railway wages upward; but the New York Harbor Wage Adjustment Board declined to reopen a case so recently decided, especially one that had been influenced very much in its settlement by the position with reference to wages taken by the Railroad Administration. In the latter part of October, 1918, the Railroad Administration made a fresh request for a reconsideration of demands of the marine workers by the New York Harbor Wage Adjustment Board, but simultaneously with the making of this request itself issued an order raising certain wages in New York over the award of the Harbor Board. This was done without notice to any of the agencies which had been cooperating with it with reference to the New York situation.

Early in November there was a general agitation among marine employees for the establishment of the eight-hour day, a principle which had not up to that time been generally applied in New York harbor work. It happened that the employees on a number of railroad boats went on strike. To induce these men to return to work, the Railroad Administration assured them that the eight-hour day would be granted. How a settlement of this question could be reached by arbitration, in view of the fact that action had already been taken by one of the chief employing agencies, became at once a very grave problem. From this time forward further coordinated action on the part of the Railroad Administration and the Shipping Board became impossible.

In conformity with the provisions in the awards of June 8 and July 12, in accordance with which the board might reopen the case if it so chose, the Harbor Board now proceeded to invite all interested parties to attend a hearing. It was announced that at this hearing evidence would be taken by the board, in order that it might intelligently and fairly decide whether conditions were such as to warrant any consideration of the men's demands. But now it was the turn of the private boat owners to block matters, and notwithstanding the clear provisions of the midsummer award they refused to attend this hearing. In order to work out, if possible, some method of saving what had now become a dangerous situation the Shipping Board thereupon called all parties to Washington, where a

conference was held November 29. During the first part of this conference the men flatly refused to arbitrate the question of the eight-hour day; but they were finally persuaded to leave this question as well as all others to the New York Harbor Wage Adjustment Board.

Following this hearing the parties returned to New York, it being generally understood that the New York Harbor Wage Board would conduct hearings and determine the issue. The operators then declined to consent to any arbitration by the New York Harbor Wage Board. As a result, the board, with the addition of a representative of the coastwise lines, was convened in Washington on December 11 to consult with the Shipping Board, and at the instance of the representative of the operators a proposed agreement was drawn, which had the approval of all those attending this conference. This agreement provided that the issue should be heard and determined by a new board of arbitration, consisting of five members, two to be appointed by the operators, two by the employees, and one impartial chairman to be appointed by agreement of the four other members. In the event of a failure to appoint the impartial chairman it was provided that the National Adjustment Commission should appoint a fifth member. The agreement also provided for an appeal to the National Adjustment Commission in case the board could not reach an agreement. This proposed draft was formally approved by the Shipping Board and was accepted by the coastwise lines touching New York and by organizations of the men, but the harbor craft operators would consent to arbitration of the wage question only.

At the close of the period covered by this report the boat owners were still refusing to abide by the decision of the New York Harbor Wage Adjustment Board, the National War Labor Board, or any other agency fitted to handle the case. While the persistent efforts still being made to secure an amicable settlement sufficed to keep traffic moving, the unwillingness of first one party and then another to come into any effective scheme of labor adjustment had gradually worked up a harbor situation that was to be a source of waste and loss to every party concerned. Not until a new conception as to what should constitute sound industrial relations takes hold of the various harbor interests of New York can labor conditions in that port be other than a source of danger to the port and to the country.

b. OTHER HARBOR BOARDS.

A detailed account of the constitution of the harbor boards sitting in other ports is unnecessary, as, with one exception, they were all affiliated with the National Adjustment Commission and are treated in its report.[1]

[1] The harbor board at Norfolk had an independent origin.

It might, however, be noted that at New Orleans decisions on harbor matters were rendered by the same local adjustment commission which was originally constituted to hear longshore cases. In some cases, as at Boston and Mobile, the chairman of the harbor commission was also the chairman of a local adjustment commission. In other cases, as on the Great Lakes, the harbor boards were created especially to handle specific cases.

Harbor work, even more than longshore work, is unstandardized and subject to variation from port to port. With the exception of Norfolk and Newport News, no attempt has been made to make adjustments applicable to more than one port. The wage rates established by the various local boards are shown later on in this report.

The National Adjustment Commission at one time endeavored to work out a comprehensive plan by which all harbor interests might have a part in the formation of the local boards, but this program was never carried to completion

CHAPTER III.

DEVELOPMENT, ORGANIZATION, AND FUNCTION OF THE MARINE AND DOCK INDUSTRIAL RELATIONS DIVISION.

1. DEVELOPMENT AND ORGANIZATION.

From early in 1917 until his departure for England about the 1st of February, 1918, the labor policy of the Shipping Board was personally directed by Vice Chairman Raymond B. Stevens. Representing the Shipping Board, Mr. Stevens ratified the Atlantic agreement, was one of the originators and the first chairman of the National Adjustment Commission, and also conducted the conferences which led to the formation of the New York Harbor Wage Adjustment Board, and to the prevention of a Lake strike in October, 1917.

On November 12, 1917, Robert P. Bass was appointed by the Shipping Board as labor expert and assistant to Mr. Stevens in the handling of the steadily mounting volume of labor adjustments. On December 18 Mr. Bass became acting chairman of the National Adjustment Commission, and on January 29, 1918, he was appointed the permanent representative of the United States Shipping Board on that commission. On the latter date also he was placed by the Shipping Board in general charge of all labor involved in the operation of vessels.

From the outset Mr. Bass felt that the effective operation of the merchant marine required a systematic contact between the men and the Government, such as only a well-organized and adequate department could give. The basis for such a relationship was laid, as far as the licensed officers and seamen were concerned, by the Marine Conference of the last of April, of which Mr. Bass was chairman. The contact was made more permanent by the standing committee of five, of which he was also chairman. Meanwhile the local adjustment commissions were expanding in number and the National Adjustment Commission in function. The Shipping Board was making important awards with regard to wages and working conditions; also special problems, such as the operation of the draft, the health of men on vessels, and the possibility of injury through enemy propaganda, were demanding careful study. To attend to these responsibilities, and to give personal attention to such grievances or other

matters as were from time to time brought to the attention of the Shipping Board by the men or their employers, Mr. Bass gradually gathered about himself a small staff.

A small department had, in fact, already been in operation for some time when, on September 19, 1918, the Shipping Board recognized this fact and laid the basis for further development by passing the following resolutions:

Whereas the Shipping Board, through Vice Chairman Stevens, on November 12, 1917, appointed Robert P. Bass special expert on labor matters with which the board is concerned; and

Whereas the office of said Robert P. Bass has in fact been serving the board in the capacity of an industrial relations department in matters pertaining to marine and dock labor; and

Whereas the work of the office of the said Robert P. Bass would be greatly facilitated if the said office were known by a name descriptive of its functions; and

Whereas other industrial questions having arisen affecting the board's labor policy as regards the supply, health, and management of marine and dock labor, for which there exists at present no single agency adapted to advise with the board respecting all of these matters: Now, therefore, be it

Resolved, That the department of the Shipping Board heretofore conducted by Robert P. Bass be hereby established as the Marine and Dock Industrial Relations Division, and Mr. Bass be hereby designated as director of that division.

Resolved further, That the powers, functions, and duties of the said division shall be—

To report to the Shipping Board, with recommendations, on all labor matters with which the board is concerned, and to act for the board as a coordinating agency in all labor matters so far as they affect the various divisions and departments of the Shipping Board and their relations in such matters to other departments of the Government.

To have the general supervision, subject to direction of the board, of all labor questions pertaining to the operation of vessels and marine equipment, including loading and unloading, all of which matters shall be referred to the said Marine and Dock Industrial Relations Division.

To endeavor to secure the peaceable adjustment of all labor difficulties involved in the operation of vessels, as above stated, and to establish, under its supervision, necessary and suitable machinery for effecting such adjustments.

To take whatever steps it may deem necessary to better industrial relations between employers and employees in the fields mentioned; to strengthen the morale of all elements concerned in the movement of vessels and cargo; and to secure their most effective cooperation with the Government in the vigorous prosecution of the war.

To advise with respect to the relations of marine and dock industrial man power to military man power of the United States, and, subject to the direction of the Shipping Board, to supervise, investigate, and control applications for deferred classification and furloughs of essential employees engaged in marine and dock labor and shipping operations, except the Recruiting Service, and to maintain the necessary contact and communications with the Provost Marshal General's Office, the Adjutant General's Office, and local and district boards, such matters to be under the immediate charge of a committee on military relations to be appointed by the director, one member of which to be appointed upon nomination of the Director of Operations.

Whereas by letter dated May 29, 1918, the chairman of the Shipping Board did appoint Robert P. Bass to act as its representative on the War Labor Policies Board; and

Whereas the said Robert P. Bass has this day been appointed director of the Marine and Dock Industrial Relations Division of the Shipping Board: Now, therefore, be it

Resolved, That said Robert P. Bass, as director of the said division, be hereby confirmed in his appointment as the board's representative to the War Labor Policies Board.

Mr. Bass continued as director of the Marine and Dock Industrial Relations Division,[1] chairman of the National Adjustment Commission, and representative of the Shipping Board on the War Labor Policies Board up to the time when his resignation took effect on December 31, 1918.

Effective May 23, 1918, H. B. Drury was appointed to assist Mr. Bass in charge of the collection of material and compilation of statistical data needed by the department.

On August 2, 1918, John G. Palfrey had been authorized by Mr. Bass to act during his absence as chairman of the National Adjustment Commission. On October 23 the Shipping Board passed resolutions confirming this authorization, and also appointing Mr. Palfrey as assistant director of the Marine and Dock Industrial Relations Division and alternate representative of the Shipping Board on the War Labor Policies Board. Mr. Palfrey resigned from these positions, effective December 31, 1918.

R. A. Dean served as executive for the committee on military relations established by the resolutions of September 19, the other members being Mr. Palfrey and F. K. Leatherbee, of the Division of Operations. Shortly after the signing of the armistice this committee closed its work.

On December 14, 1918, Herbert B. Ehrmann, who had been on the staff of Mr. Bass since June, was appointed in the place of Mr. Bass as acting director of the Marine and Dock Industrial Relations Division and representative on the War Labor Policies Board, effective January 1, 1919.

Prof. William Z. Ripley was appointed chairman of the National Adjustment Commission, effective January 1, 1919.

Like most other agencies created during the war, the growth of the work of the Marine and Dock Industrial Relations Division of the Shipping Board has been so rapid and the conditions amid which it operated so unsettled that no final or fixed organization has as yet been worked out. The work of the director and his staff has consisted in trying to handle in as intelligent and systematic a manner as the

[1] Until June, 1918, Mr. Bass was assisted in the conduct of the work of his office by Richard B. Gregg.

emergency would permit the various critical labor problems which have arisen, acting through the various types of adjustment machinery already described.

In cases involving a decision respecting fundamental labor policy the Shipping Board has itself assumed the responsibility for action taken, this division acting in such instances in an advsory capacity.

Commissioner Charles R. Page succeeded Vice Chairman Stevens as member of the board exercising general supervision over labor matters. During the absence of Commissioner Page this position was filled by Commissioner John A. Donald.

2. FUNCTION AND METHOD.

In carrying on its work the Marine and Dock Industrial Relations Division has found it necessary to develop certain general lines of activity, which may be summarized as, first, the maintenance of a personal contact with employers and employees; second, the comprehensive collection of data and ascertainment of facts regarding all marine and dock labor problems; third, the working out of policies suited to conditions and in harmony with general principles promulgated by the Government; and, fourth, the administration of such policies.

In reaching decisions the division has shaped its course according to the following general principles:

a. PRINCIPLES FOLLOWED IN DETERMINING WORKING CONDITIONS DURING THE WAR.

In the determination of working conditions the aim has been to harmonize and secure three main ends: First, efficiency of operation; second, the safeguarding of the welfare of employees; and third, conservation of man power.

The first two conditions must always be given equal weight and be considered in their relation to each other. The most effective planning and execution of all the work involved in the operation of vessels is essential if the merchant marine is to serve its proper purpose; and it is also essential to the prosperity and permanent welfare of the men who operate the ships. On the other hand, the safety, hygiene, well-being, and comfort of the workers are essential to the attainment of efficiency. The workers must know that their interests are fully considered and protected in plans to change methods of operation. Without this factor of confidence and cooperation the desired result cannot be achieved.

The necessity of conserving man power, in particular during the period of the war, but also during times of peace, needs no elaboration.

b. PRINCIPLES FOLLOWED IN DETERMINING WAGES.

In the determination of wages the division gave consideration to the following points: (1) Changes in the cost of living; (2) wages in corresponding trades; (3) necessity of keeping skilled men from deserting to other industries; (4) desirability of inducing men with former marine experience, and at the time otherwise engaged, to return to marine work; (5) special war risk, where this existed; (6) whether wages were on a reasonable basis before the war.

c. ATTITUDE TOWARD ORGANIZED LABOR.

In its attitude toward organized labor the division has been guided in general by the principles laid down by the President in his proclamation of April 8, 1918, creating the National War Labor Board. These principles, which affirm the right of employees to organize and bargain collectively, but require the maintenance of the closed shop only where it has existed before, read in part, as follows:

> The right of workers to organize in trade unions and to bargain collectively through chosen representatives is recognized and affirmed. * * * Employers should not discharge workers for membership in trade unions nor for legitimate trade-union activities. The workers, in the exercise of their right to organize, shall not use coercive measures of any kind to induce persons to join their organizations nor to induce employers to bargain or deal therewith. In establishments where union shop exists the same shall continue. * * * In establishments where union and nonunion men and women now work together and the employer meets only with employees or representatives engaged in said establishments, the continuance of such conditions shall not be deemed a grievance. This declaration, however, is not intended in any manner to deny the right or discourage the practice of the formation of labor unions or the joining of the same by the workers in said establishments. * * *

While in conformity with these principles the division has refrained from insisting that employers should against their will enter into agreements with unions as such, the general principle that there should be cooperation of some sort between employer and employee has been the basis of the division's whole labor policy. Throughout its relationship with organized labor and private employers the Shipping Board has encouraged the friendly cooperation of both parties with the Government and has hoped that a similar mutual toleration and helpfulness might come to characterize the relations of one party with the other. This policy was followed not only because of its effectiveness in settling disputes, but because it is believed that cooperation is essential to efficiency in the process of production.

d. THE GENERAL SPIRIT IN WHICH THE ADJUSTMENT OF CONTROVERSIES HAS BEEN APPROACHED.

In fixing wages and working conditions, and in adjusting disputes, the Shipping Board endeavored to maintain a strictly impartial and judicial attitude. The board always gave an opportunity for full

statements by all the parties in hearings, in conferences, or otherwise; and where conflicting testimony was given, often carried on independent investigations to establish the facts.

3. RELATION TO THE LABOR ACTIVITIES OF OTHER DEPARTMENTS OF THE GOVERNMENT.

Few lessons of the war have been clearer than that which teaches that there should be a unification, or at least harmonious action, between all the forces at work in any given field. The necessity for a single labor policy on the part of the various war agencies was peculiarly urgent. The loss in making guns or even in deploying armies according to different methods may be comparatively small. But if labor is treated in one field according to one principle of justice and elsewhere according to a different standard the whole foundation of morale and efficiency is apt to be undermined.

In fixing wages, in determining working conditions, and in its attitude toward labor organizations the Marine and Dock Industrial Relations Division has accordingly always desired to act with careful reference to the treatment that was being accorded labor by other Government agencies. In order that these difficult correlations might be worked out efficiently and successfully, the director has lost no opportunity to strive for working arrangements by which the Shipping Board and whatever other interests were especially involved in a field might unite to establish in the first place and as a matter of routine joint standards binding on all. He has also attached very great importance to the War Labor Policies Board, the National War Labor Board, and such other general bodies as have been trying to work out a single national labor policy.

The Federal agencies whose labor activities have been most intimately related to those of the Shipping Board have been the War Department, the Railroad Administration, and those general boards which have had supervision over all war labor activity.

a. WAR DEPARTMENT.

In the latter part of 1918 about one-half of the gross tonnage of ocean-going steamers was in the service of the War Department. This meant that the War Department had a very large interest in the matter of longshore labor and, except as its vessels came to be manned by the Navy, in marine labor as well.

The War Department from the very first showed an exceptional readiness to cooperate with the Shipping Board in carrying on a labor policy such as that outlined in this report. The Secretary of War joined with Vice Chairman Stevens of the Shipping Board in signing the agreement creating the National Adjustment Commission, and from that time on has maintained representation on the commission.

The Secretary of War and other representatives of the War Department participated in the Marine Conference, at which all questions regarding wages and working conditions on the Atlantic and Gulf coasts were left to the Shipping Board for decision. The department has since that time consistently followed the standards which have been set by the Shipping Board with regard to marine labor questions.

b. RAILROAD ADMINISTRATION.

The Railroad Administration was brought into the marine and dock labor situation in three different ways. First, as the successors to the privately owned railways, they took over a large portion of the harbor equipment at New York and elsewhere. Second, by April, 1918, they had been charged by presidential proclamation with the operation of most of the important steamship lines running coastwise along the Atlantic and Gulf. And, finally, as the operators of vessels, they came to be large employers of longshore labor, particularly that engaged in the coastwise service.

In the fixing of wages and working conditions for most of these employees the Railroad Administration has followed awards made by the Shipping Board or boards of arbitration affiliated with it. Thus on the coastwise lines they put into effect the various Shipping Board wage scales as they were promulgated for 1918.[1] The longshoremen seem regularly to have been paid in conformity with awards of the National Adjustment Commission and its local branches. With the exceptions heretofore noted at New York, the employees on harbor craft have been paid in accordance with the awards of the New York Harbor Wage Adjustment Board, or the local boards of the National Adjustment Commission.

While the Shipping Board, therefore, acted in practical effect as an agency of the Railroad Administration in determining these matters, it was one of the regrets of the director of the Marine and Dock Industrial Relations Division that the awards referred to could not have been worked out on the basis of some more definite, effective, and cooperative understanding.

As the plan actually worked, the Railroad Administration reserved in each case the right to approve or reject. How disastrous the actual exercise of such a right could be and was has already been shown in the discussion of the New York Harbor situation, the one case where the Railroad Administration acted independently. But even where the award was finally approved, as it nearly always was, all

[1] The Railroad Administration did not subscribe to the agreement by which a special wage commission on Dec. 20, 1918, revised the licensed officers wage scale, fixing new regulations effective Jan. 1, 1919. At about the same time, however (Dec. 6, 1918), the Railroad Administration turned back to their private owners four of the seven coastwise steamship lines which it had been operating.

parties lost heavily in delay and because of a sense of divided responsibility and lack of finality in the award.

As early as the spring of 1918 the Railroad Administration was urged to become a party to the agreement creating the National Adjustment Commission, and to agree, as had the War Department, the Department of Labor, the Shipping Board, the shipping interests, and the International Longshoremen's Association, to abide by its awards. During the summer of 1918 constant efforts were made to work out some arrangement by which employees on harbor craft in ports other than New York, and dock laborers other than longshoremen affiliated with and akin to longshore labor, might be brought under the National Adjustment Commission system, the Railroad Administration to be represented on the national commission, and also on local commissions whenever more than 10 per cent of the men affected were its employees.

Progress along these lines was accomplished to the extent that the Railroad Administration designated a representative of the coastwise lines to sit on the National Adjustment Commission, and also finally cooperated in a plan by which it accepted awards made by local commissions. The final step, however, of agreeing in advance that the awards should be binding was never taken.

Thus the coordination of activities between the Railroad Administration and the Shipping Board was never perfect, and, finally, had to be abandoned altogether, pending the working out, so the Shipping Board hopes, of some new and better system.

c. WAR LABOR POLICIES BOARD.

The War Labor Policies Board was established in May, 1918, in order to fix on national labor policies that would be followed uniformly in all industries.

Among the problems which were made the subject of special inquiry were the following: Central recruiting of labor, including the creation and policies of the United States Employment Service; standardization of wages and conditions of work; deferred classification of skilled workers; dilution and training of labor; employment and treatment of women and children; use of prison labor; vocational training; physical examinations; sanitary code for the explosive industry; patriotic education of workmen; stimulation of production; laws and proclamations regarding the eight-hour day and overtime pay; clauses affecting industrial relations in Government contracts; centralization of the collection of industrial statistics; relation of commodity prices to wage stabilization; living conditions; demobilization and reconstruction; after-the-war emigration; and the constitutionalizing of industry.

Many of these matters affected shore industries with greater force and more immediately than was true in the case of shipping, but in all cases the Shipping Board endeavored to keep its own action in line with the general policies sanctioned by this board.

d. CONFERENCE COMMITTEE OF NATIONAL LABOR ADJUSTMENT AGENCIES.

The War Labor Policies Board did not find it practicable to go into the details of wage rates and industrial standards. There was organized, therefore, in September, 1918, the above-named conference committee. It was agreed by the various war labor-adjustment agencies of the National Government that no awards changing existing standards of wages or work should be issued before they had first been brought to the attention of this committee, which was made up of the heads or other representatives of the various boards.

Each agency retained the final right to make its awards as it saw fit, but it first had the benefit of the counsel of the associate agencies as to how the changes in standards proposed might affect conditions in other fields of labor.

The conference committee also proceeded to gather data with regard to the standards prevailing in different industries and to draw up general policies which were to govern the making of future awards.

e. NATIONAL WAR LABOR BOARD.

The final and most authoritative arbiter of industrial disputes during the war was the National War Labor Board, a council created by special proclamation of the President and composed of representatives of both employers and employees.

As the War Labor Board did not pass on cases where there was either by agreement or Federal law a means of settlement that had not been invoked, very few of the cases in which the Shipping Board was interested actually went before that body. The Marine and Dock Industrial Relations Division, however, regarded the principles and decisions of the War Labor Board as the controlling precedents to be followed in its labor policy. Its action was particularly helpful in delicate problems arising in relation to the organization of labor.

Where, as in the case of New York Harbor, the agreement to arbitrate was not complete, the National War Labor Board played a direct and very important part.

CHAPTER IV.

THE FUTURE LABOR POLICY.

In this section the director wishes to submit some suggestions concerning the future labor policy which he believes may prove of value to those interested in shipping, both during the period of readjustment to peace conditions and also during the period when industry may be thought of as having reached its permanent peace-time level.

1. SUMMARY OF WAR EXPERIENCE.

The policies that will be outlined were originally conceived as the result of an extended and careful study of the industrial situation and tendencies in America and abroad. They have been forged into concrete suggestions and plans as the result of a year's successful, but by no means easy, dealing with the American marine and longshore labor situation. How complicated the original problem was and how severe the practical test which these principles had to meet has been indicated in the introduction to this report. That the most essential requirements of war conditions were successfully met may be seen from the following facts:

First, from early in February, 1918, when the present organization and policy of the Marine and Dock Industrial Relations Division began to take shape, until the resignation of the director on December 31, 1918, there has been practically no interruption of traffic due to either strikes or lockouts. It is true that in December the director had little hope that the New York Harbor situation could continue undisturbed much longer. But this condition was due to the failure of authorities beyond his jurisdiction to follow the policies which he had advocated, and in short is a very strong argument for, rather than an objection to, the program which he has advocated following. Second, throughout the period of the war, all differences that have arisen among the seamen, licensed officers, and longshoremen have been voluntarily arbitrated by all parties, and with one single exception the decisions rendered by the arbitration boards have been accepted and lived up to by both parties. This is very striking in view of the fact that there existed no means of coercing the men and

reliance had to be placed on their voluntary cooperation. Third, strikes have been avoided, arbitration secured, and awards enforced without unduly increasing wages or changing the conditions of work as compared with other industries on shore.

Those familiar with the history of the war industries either in England or the United States will appreciate the fact that this is a very unusual record, and that the war labor policy responsible for it must have contained the elements of success to an unusual degree. These results were accomplished notwithstanding the fact that, owing to the stress of war conditions, it was impossible to perfect machinery, to deal adequately with living and working conditions, or to study and perfect the labor processes. The essential and fundamental work of perfecting standards still remains to be done.

2. A PEACE LABOR POLICY URGENTLY NEEDED.

The war, however, is now past; and it is especially in the interests of a peace labor program that this report has been written. In a sense there is more danger from labor unrest now than there was during the period of the war. For while the peril from interruptions of industry was then of exceeding consequence, the national necessity for the uninterrupted movement of vessels warranted and made possible the successful use of methods which were oftentimes rather crude.

During the period of sudden readjustment to peace conditions now upon us the disturbing influences in the world of labor will probably be very serious. A new relationship between the supply and demand for labor will have to be worked out, and there will possibly be a general readjustment in the level of prices. Unemployment may occur, wages may change, labor will certainly be shifted from one place to another, and uncertainty and maladjustment of all kinds are in danger of occurring. Already many strikes have occurred, and there is a very real danger that in the shipping industry, as in many others, the present period of peace will be followed by grave disturbances that will involve a loss to employers and employees, to the country, and to the international standing of our merchant marine.

The present, therefore, is a very opportune time to inquire into the possible methods of preventing such a disaster. Now is the most fitting time to construct some permanent and sound principle of industrial relations that will place the American merchant marine on a basis where it may move forward to internal prosperity and national service, rather than have the energies of its managers and employees diverted in the useless and disastrous manner which occurs when people work with mutual distrust and at cross purposes. If we are to take any important part in international marine transportation, our shipowners and their employees will have to live and work in peace together.

It is because it is believed that the experience of the Marine and Dock Industrial Relations Division during the war indicates how these results may be accomplished that the following analysis of the fundamental policies which have guided the division is made public. First, the spirit which actuated the division during the war will be explained, and then a number of concrete suggestions will be made to show how the present policy may be carried to a completer and more useful development, and so maintained under permanent peace-time conditions.

3. THE ESSENTIAL ELEMENTS OF A SUCCESSFUL LABOR POLICY.

The basic thought that has determined the character of the labor policy built up by the Marine and Dock Industrial Relations Division is as follows: The director feels sure that whether vessels are operated by the Government in war, or by private operators in international competition, success must depend very largely upon the ability of the managers to develop a system of efficient and economical operation.

It would be a serious mistake to assume that the degree of economy in operation depends only on wages, which probably represent only a small percentage of the total operating cost. Rather, the prime requisite is that the various operations involved in the loading, unloading, and operation of American vessels must be developed in all detail in this industry, as in other American industries which have successfully met international competition, and at the same time maintained American standards of wages and working conditions.

From a general superficial point of view this has often seemed to present insurmountable difficulties. Nevertheless, it has repeatedly been accomplished in industrial fields as difficult as shipping. It will undoubtedly require radical changes in methods, planning, machinery, and management. The chief requisites are (1) financial resources, which we have in abundance; (2) enlightened, resourceful, and highly developed management, for which American business men are noted; (3) intelligent and interested cooperation on the part of labor, which we are now in an excellent position to develop by carrying on and perfecting the present labor policy of the Shipping Board.

But such constructive effort, upon which alone must depend any real or lasting success of the American merchant marine, can not be carried on successfully unless labor gives its acquiescence and cooperation. Industrial unrest and discontent on the part of the crew must inevitably result in great financial losses and large increases in operating costs.

One of the chief causes of such financial loss is the delay to vessels, which are frequently deserted by their crews prior to sail-

ing whenever a spirit of conflict and antagonism exists between the seamen and the vessel operator. This will be equally true for private operators and the Government if the men have an equal feeling of antagonism toward both. The shipping industry is particularly open to this type of labor reprisals, and when carried on in a bitter spirit of retaliation the financial loss becomes enormous. Especially during the period of reconstruction and of return to normal peace conditions it will be very easy to develop such a feeling of antagonism.

If the American merchant marine is successfully to meet international competition it certainly can not be burdened with the additional handicap of internal industrial conflict. The development of the most effective methods of operation and of loading and unloading vessels will prove most difficult, if not impossible, without substantial cooperation on the part of the men.

4. PROGRESS ALREADY MADE.

This has been the subject of the director's earnest message both to operators and union leaders during the past year. He has tried to show the vessel owners that industrial warfare is in its way as costly in dollars and cents as military warfare. He has tried to make it clear to both employers and employees that merely because the other side must bear its part of the financial loss resulting from an interruption of operations that this in no way lessened their own financial loss. He has impressed the union leaders with the fact that they had as great an interest and as great a stake in the permanent success of the American merchant marine as the vessel owners themselves, and that in view of this fact they had grave responsibilities in solving the difficult problems which must be dealt with before the American merchant marine could successfully meet international competition.

In endeavoring to win the men over to the view that they must share the responsibility for the effective operation of the merchant marine, the Marine and Dock Industrial Relations Division has relied mainly on two factors. First, the Shipping Board has established uniform conditions for marine labor, especially on the Atlantic and Gulf. The execution of this policy was made possible through the broad powers granted the Shipping Board for the period of the war, under which it was able to exercise a general control both over the vessels of the Government and those privately owned. The uniform wage rates and working conditions established under this policy have, in the opinion of the director, been a very important factor in maintaining stable labor conditions and in preventing any important interruption in the movement of vessels. It has been demonstrated that the elimination of variable standards of wages and working conditions usually prevalent among private operators has resulted in

materially decreasing the delay of vessels which results from industrial unrest.

The second important factor in the stabilization of marine labor was the ability of the Shipping Board to gain the confidence of the labor organizations. As will be shown further on in this report, the labor engaged in the shipping industry has for some time been rather highly organized. There are unions in every branch of the service, and in places their membership prior to the war embraced as many as 95 per cent of the men. The director made the labor leaders feel that there was a place in the Shipping Board where they could come with their grievances and that they would at all times receive a considerate hearing and an impartial judgment or decision. If they could not always get what they asked, they could at least always state and argue their cases fully. They were told in detail why their requests could not be granted in whole or in part. In most cases these reasons so stated satisfied them that the decision was just, even if against their contentions.

The director considers that the representatives of all the seafaring men have responded to his appeals to a remarkable degree. During the period of the war they left the determination of wages and working conditions solely in the hands of the Shipping Board. And now that the war is over they have indicated their willingness to continue the system, and arbitrate all differences before tribunals upon which they shall have representation, but leaving the determining vote still in the hands of the Shipping Board. On many occasions the various labor leaders also performed an indispensable service in preventing individuals or groups of employees from taking a wholly unreasonable attitude. One of the most interesting illustrations of the practical response of the men is found in the action of the local longshoremen's union in one port which voted substantial money prizes to the gang which handled the most freight during the week. It is to be regretted that more has not already been done to stimulate this latent interest on the part of the employees in greater efficiency.

The operators during the war period responded to the patriotic appeal equally well. Though the Shipping Board had broad powers by which it might have coerced the shipowners, or taken away their ships, this was never necessary in so far as the activities of this office were concerned. On the contrary, nearly all of the operators cooperated heartily with the Shipping Board; and some of their representatives responded in a specially helpful manner with information and suggestions concerning shipping problems.

5. RECOMMENDATIONS AS TO FUTURE ACTION.

In order to make his suggestions for a future marine and longshore labor policy concrete, the director presents them here in the form of recommendations made to the Shipping Board. It should

be clearly understood, however, that the policies herein outlined have to do primarily with the results to be attained and not with the question as to just how or by whom they should be worked out. While ths Shipping Board is urged to take the initiative in starting the movement going, it is clear that the program proposed can attain final success only if it is taken up and carried on by the body of American shipowners and their employees. To the operators and employees of the American merchant marine, therefore, these suggestions are in the last analysis directed.

a. A DIVISION OF INDUSTRIAL RELATIONS.

In the first place, the director believes that the division of the Shipping Board which he has inaugurated has not completed its work, but that it should be placed on a permanent basis. This is particularly desirable as long as the Shipping Board remains a considerable owner of vessels or retains a substantial control over their operation. The director therefore recommends to the Shipping Board that it maintain a division of industrial relations similar in function to that already built up, and directed by a head known to employers and employees as thoroughly impartial.

b. AGREEMENTS WITH SHIPOWNERS AND LABOR.

The director also recommends that the Shipping Board enter into agreements with all marine and dock labor unions providing for the arbitration of all differences and the fixing of wages and conditions of work through the agency of its industrial relations division. Such a series of agreements would, it is believed, prove of the utmost value to the American merchant marine. It would point the way for the equitable adjustment of all labor controversies arising in the operation of vessels, without the financial loss inevitable to open conflict. It would set a precedent which it is hoped the private operators would follow at the earliest possible moment.

c. CONCILIATION BOARDS.

As an auxiliary to such a plan, the director believes that the establishment in the chief seaports of boards composed of representatives of employers and employees, who would hear grievances and adjust all minor differences, would prove of great value in stabilizing labor conditions. These local boards should also be affiliated with this division. One of the reasons why the director strongly urges the establishment of these boards is because he has found, from talking with many vessel operators and masters of vessels, that the shipping industry is constantly suffering great financial loss from the unrest now prevalent among crews. The loss from the delays resulting to vessels from this cause undoubtedly amounts to many hundred thousand dollars each year.

At present there is no local outlet for this feeling of unrest among the men. They consider that there is no way in which they can obtain redress at the different ports for real or imagined grievances. Consequently, they retaliate blindly by delaying vessels. The establishment of these local boards should prove an important factor in reducing operating expenses.

d. ESTABLISHMENT OF INDUSTRIAL STANDARDS.

There is also as yet considerable diversity in the standards applied to crews by different operators. For instance, there is no generally accepted standard as to the application and payment of overtime. Different operators interpret and pay for overtime on varying standards. In an industry where labor is as fluid and shifting as in shipping, this and similar matters create friction which results in serious financial loss to operators. All such matters should be standardized, and at the same time a strong effort should be inaugurated for more effective operation.

The industrial relations division of the Shipping Board should be authorized to make a systematic inquiry as to living and working conditions on board vessels and as to working conditions on docks. As the result of such investigations, which should be made with the advice and help of those familiar with all practical phases of shipping, certain general standards could be established. These would surely introduce many economies in operation and tend further to stabilize labor conditions. Upon the establishment of such standards of living conditions on board ships a continuous system of inspection of quarters should be instituted.

The investigation of working conditions should include detailed job analysis of the various functions on board ship and on the docks. This should result in more effective and economical use of labor, in the more general introduction of labor-saving machinery, and in planning the work upon which the movement of vessels depends in such a way as materially to increase their annual carrying capacity.

e. INCREASE IN PRODUCTIVITY OF LABOR.

In order successfully to enlist the active cooperation of the men, it will be necessary to educate the seafaring and dock employees to an appreciation of their interest in the permanent success of the merchant marine. The next step will be to point out to them the particular and specific way in which each class of men can increase the efficiency of the service and convince them that by so doing they will improve their own permanent condition. As a result of the friendly relations now existing between the Shipping Board and labor, the board would, the director believes, have the latter's full cooperation in carrying out such a program, provided it is made clear

that the interests of labor will be fully protected. Without its cooperation it would probably be impossible successfully to make the necessary changes.

The director sincerely hopes that these latter suggestions will not be dismissed on the ground that they are theoretical and impracticable. The British shipping interests, backed by the British Government, do not so consider the matter. It is understood that they have worked out a very close basis of cooperation with the seamen's union in England. One of the leading English committees on industrial reconstruction, which included in its membership some of the biggest and ablest business men in the British Empire, has stated officially that the future supremacy of Great Britain, both industrially and commercially, depends upon close and constructive cooperation between employers and employees.

One excellent illustration of the kind of constructive work now needed in relation to ship labor has reference to longshoremen. The apportionment, distribution, and method of paying longshore labor is in this country still very crude and extravagant, both as to money and human effort. In times of peace the employment of longshoremen has been casual and interrupted. In consequence it has been necessary to pay the men a higher hourly rate than if they had been continuously employed. The men are no better off by working fewer hours a week at a higher hourly rate than they would be with steady work at lower pay. The shipowner is much worse off, for his per ton cost of handling cargo keeps mounting. Furthermore, the class of labor that remained in this kind of uncertain employment was, under prewar conditions, ignorant and inefficient.

We know that there is a practical way out of this difficulty. Both in England and on the European Continent methods of pooling the labor supply and insuring a regular minimum wage have been in successful operation for several years. We should try some one of these methods after they have been thoroughly adapted to our own conditions.

6. THE SPIRIT OF COOPERATION.

In closing this part of his report, the director wishes to say again that it has been his purpose in conducting the work of his office to develop a spirit of complete cooperation between the Shipping Board and the various classes of labor involved in the operation of vessels. He has accomplished this, he believes, to an unusual degree. He has been able to do so for the following reasons: First, he has kept out of and separate from all the old fights and controversies which have existed for years between the men and the vessel operators. He has made the men feel that his office would be absolutely impartial if called upon to act in relation to any old or new controversies. As

distinct from the old-time attitude of so many employers—who think only of obtaining the most work for the least amount of pay—his division has taken the position that it is its function to fix wages on an equitable basis, giving equal and impartial consideration to all legitimate claims of both employers and employees.

The reputation for fairness thus gained with the men will, the director thinks, prove of the utmost value in the future in dealing with the very delicate problems which the adjustment of wages to meet peace conditions may involve. Furthermore, the division's harmonious relations with organized labor have undoubtedly made the men more moderate in their demands and expectations, and have made it possible during the period of the war to fix wage increases at only such amounts as seemed reasonable under the circumstances. This was done at a time when the unions had it in their power to enforce unreasonable increases had they been so minded. They chose, however, to take a saner course, one that would help win the war, and at the same time place their unions in a sounder permanent position.

The director also wishes again to emphasize his belief that the great advantage to be mutually derived in the future from such cooperation between employers and employees will lie in increased efficiency, the saving of vessel hours, and the resulting decreased costs of operation.

PART II

MARINE AND DOCK LABOR

CHAPTER V.

MARINE AND DOCK OCCUPATIONS.

1. CREW COMPLEMENT ON VESSELS.

The chief occupations involved in the operation of vessels may be gathered from an examination of the crew complement, as planned for standard cargo vessels of the Emergency Fleet Corporation.

The occupations and personnel shown in Table 1 are based on a summary of contract specifications for vessels being built for the Emergency Fleet Corporation, about September 15, 1918.[1] The figures do not correspond exactly to the crew complements with which finished ships were finally operated; as practice in this respect was not altogether standard in 1918, and was, moreover, changed from time to time, in accordance with rulings of the Shipping Board and the necessities of the war situation.[2] The statistics do not contemplate the carrying of an armed guard.

TABLE 1.—*Crew complement on standard vessels of the Emergency Fleet Corporation, September, 1918.*

DECK DEPARTMENT.

Position.	Cargo vessels having dead-weight tonnage of—							Ocean-going tugs.
	9,600	8,800	7,500	6,000	5,000	3,500 west coast.	3,500 wood.	
Master	1	1	1	1	1	1	1	1
Mates	3	3	3	3	3	3	3	2
Quartermasters	3	3	3	3	3	3	3	.....
Carpenter	1	1	1	1	1	1	.....	.....
Boatswain	1	1	1	1	1	1	.....	.....
Sailors	10	10	8	8	8	8	6	4
Donkeyman	1	1	.....	.....	.....	.....	.....	.....
Storekeeper	1	1	.....	.....	.....	.....	.....	.....
Wireless operators[3]	1 or 2	1 or 2	1	1	1	1	1	1
Total	22–23	22–23	18	18	18	18	14	8

[1] The information upon which this table is based was gathered for Capt. J. W. Munn, marine superintendent, Division of Operations, United States Shipping Board.

[2] For table giving standard crew complements, as later adopted by the United States Shipping Board, see Appendix 12, p. 188.

[3] In the two highest classes coal-burning vessels carry two operators; oil-burning vessels one operator.

TABLE 1.—*Crew complement on standard vessels of the Emergency Fleet Corporation, September, 1918*—Continued.

ENGINE DEPARTMENT.

Position.	Cargo vessels having dead-weight tonnage of—							Ocean-going tugs.
	9,600	8,800	7,500	6,000	5,000	3,500 west coast.	3,500 wood.	
Coal-burning vessels:								
Chief engineer	1	1	1	1	1	1	1	1
Assistant engineers	3	3	3	3	3	3	3	1
Oilers	3	3	3	3	3	3	3	3
Water tenders (not carried on vessels fitted with Scotch boilers)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	.....
Firemen	9	9	9	9	9	6	6	3
Coal passers	3	3	3	3	3	3	3	3
Oil-burning vessels:								
Chief engineer	1	1	1	1	1	1	1	1
Assistant engineers	3	3	3	3	3	3	3	1
Oilers	3	3	3	3	3	3	3	3
Water tenders (not carried on vessels fitted with Scotch boilers)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	.....
Firemen	6	6	6	6	6	3	3	3
Total: Coal-burning vessels, water-tube boilers	22	22	22	22	22	19	19	11
Total: Coal-burning vessels, Scotch boilers	19	19	19	19	19	16	16	11
Total: Oil-burning vessels, water-tube boilers	16	16	16	16	16	13	13	8
Total: Oil-burning vessels, Scotch boilers	13	13	13	13	13	10	10	8

STEWARDS' DEPARTMENT.

Steward	1	1	1	1	1	.....	.....	.....
Cooks	2	2	2	2	2	2	2	1
Mess boys	6	6	6	6	4	4	4	1
Total	9	9	9	9	7	6	6	2

ALL DEPARTMENTS.

Coal-burning vessels, water-tube boilers	54	54	49	49	47	43	39	21
Coal-burning vessels, Scotch boilers	54	51	46	46	44	40	36	21
Oil-burning vessels, water-tube boilers	47	47	43	43	41	37	33	18
Oil-burning vessels, Scotch boilers	44	44	40	40	38	34	30	18

It will be observed from an examination of the figures for Emergency Fleet vessels that the crew on these, as on other steamships, is divided into three major departments—deck, engine, and stewards'—responsible, respectively, for the navigation of the ship, the development of power, and the supplying of the crew with food. On passenger ships the stewards' department includes all who render personal service to passengers or crew, is usually large, and embraces many different lines of work.

2. LICENSED OFFICERS.

The deck and engine departments are headed by what are known as licensed officers. The master, mates, and pilots (where these are carried) constitute the licensed deck officers; the chief engineer and assistant engineers, the licensed engineers. The number of licensed officers varies somewhat, but must be at least as large as the number fixed by the local inspectors of the Steamboat-Inspection Service. While some discretion is allowed the local inspectors, the following minimum requirements must always be observed.

Practically all vessels must carry a master.

Every ocean-going vessel propelled by machinery and of 100 or more gross tons (except fishing or whaling vessels, yachts, or motor boats) must have a mate, and if the passage from the port of departure to the port of destination exceeds 24 hours, a second mate. If the vessel exceeds 200 gross tons, a second mate must be carried regardless of the length of the voyage. Every ocean-going vessel propelled by machinery and of 1,000 or more gross tons (with the exceptions noted above) must have a third mate, unless the run be less than 400 miles from the port of departure to that of final destination.

The laws are not so explicit with regard to how many engineers must be carried, but, taking the merchant fleet as a whole, the number of engineers is probably slightly greater than the number of deck officers.

The duties and responsibilities of the deck officers may be gathered from an examination of the following list of typical subjects on which the candidates for licenses are examined: Determination of latitude and longitude, deviation of the compass, chart navigation, determination of distances, international rules for the prevention of collisions at sea, storm signals, use of life-saving apparatus, stowage of cargo. The examinations of engineers have to do with the various subjects necessary to an understanding of machinery.

The experience required of licensed officers in order to qualify for the different grades of licenses is as follows:

TABLE 2.—*Number of years' experience required to become a licensed officer.*

Rank in question,	Years of experience required.	In capacity of—	Total years of experience required.
Deck officers:			
Master	1	First mate	5
First mate	1	Second mate	4
Second mate	1	Third mate	3
Third mate	2	Seaman	2
Engineers:			
Chief engineer	1	First assistant engineer	5
First assistant engineer	1	Second assistant engineer	4
Second assistant engineer	1	Third assistant engineer	3
Third assistant engineer	2	Coal passer and fireman	2

Shore experience of the proper type may shorten by one year the sea experience required to qualify for a license as third assistant engineer, while graduation from a nautical school reduces very considerably the sea experience required to qualify for any of the licensed positions. Certain variations are also allowed in the nature of the sea service performed, but these latter do not reduce the total time required.

3. UNLICENSED MEMBERS OF THE CREW.

Except in the case of able seamen, the question as to the fitness of the unlicensed members of the crew rests with the officers of the vessel. Their minimum number, however, is determined—in the case of all work essential to navigation—by the local steamboat inspectors.

To be rated as an able seaman, qualified for sea service, a man must have had three years' marine service, or one year of marine service followed by an examination, or must have graduated from a school ship and had one year's experience. He must also have passed an appropriate physical examination.

The qualifications required to become an able seaman on the Great Lakes are slightly less rigorous than those specified for the sea.

4. CREWS ON HARBOR CRAFT.

Some idea as to the crews required on harbor craft may be obtained from the wage tables contained in Chapter IX, section 4, particularly those dealing with New York. It will be observed that the crews are somewhat similar in composition to those on seagoing vessels, though necessarily much reduced in size.

5. DUTIES AND CLASSIFICATION OF LONGSHOREMEN.

The duties of longshoremen vary according to the port, according to the type of cargo handled, and according to whether the ships are engaged in the coastwise or overseas trade. In most of the ports a portion of the longshore work is done on the dock by truckers, who move the cargo to a point by the side of the ship from which it may be hoisted and swung into the hold. The rest of the men are on the ship operating winches, guiding the cargo into the hold, and then stowing it away in proper shape for the voyage.

Men who handle and stow cargo for overseas shipment are known as deep-water longshoremen. They have usually constituted a class to themselves and for some years enjoyed a differential over the coastwise longshoremen. In every port there are likewise men who stow cotton, men who stow lumber, or men who stow other special cargo as the case may be. These special classes of longshoremen each have their special skill and often receive a differential over the

general cargo rate. As a rule the headers or foremen receive wages slightly higher than those paid the men. Winchmen have frequently received a differential over dock workers.

Because of the irregularity and urgency of the longshoremen's work overtime is always an important feature. Time and a half and double time have been common rates for night or Sunday work. An alternation of periods of idleness and overtime work is so common that the length of the regular work day as stated in awards and rules for longshoremen is significant chiefly because of its influence upon overtime earnings.[1]

[1] In this connection it will be of interest to note the following definition of what constitutes longshore labor issued by the National Adjustment Commission on Feb. 21, 1919: "Longshore labor includes all men who truck cargo direct from the pile or car to the ship's side or to the ship's hatches, including men who do such trucking direct from freight car to the ship's side or to the hatch, the important distinction being as to whether it is laid down or piled: *Provided, however, that freight may be shifted and repiled within the pier shed by the use of ordinary laborers to points convenient to the ships.*"

A good discussion of pre-war longshore work is contained in Barnes, The Longshoremen, published by the Russell Sage Foundation.

CHAPTER VI.

NUMBERS AND DISTRIBUTION OF MARINE AND DOCK EMPLOYEES.

For the purpose of this chapter the labor involved in the operation of vessels may be divided into two major divisions—marine and longshore. The increase during the period of the war in the demand for marine labor, and to some extent the increase in the demand for longshore labor, may best be judged by noting the increase in the gross tonnage of vessels.

1. TONNAGE OF THE AMERICAN MERCHANT MARINE 1914–1918.

a. GROWTH IN TOTAL TONNAGE.

Between June 30, 1914, and December 31, 1918, the total documented tonnage of vessels in the American merchant marine increased as shown in the following table:

TABLE 3.—*Total tonnage of documented American vessels, 1914–1918.*[1]

Date.	Gross tons.	Increase over June 30, 1914.
		Per cent.
June 30, 1914	7,928,688	*0.0*
June 30, 1915	8,389,429	*5.8*
June 30, 1916	8,469,649	*6.8*
June 30, 1917	8,871,037	*11.9*
June 30, 1918	9,924,518	*25.2*
Dec. 31, 1918	[1] 11,526,281	[1] *31.2*

[1] The figures through June 30, 1918, are taken from the annual reports of the Commissioner of Navigation. The figure for Dec. 31, 1918, has been obtained by adding to the gross tonnage of June 30, 1918, the new construction of American ships, less known and estimated losses. (See p. 67). The figures for new construction inelude undocumented vessels, amounting, possibly, to some 200,000 tons, and will therefore be slightly larger than those issued by the Bureau of Navigation.

b. GROWTH IN TONNAGE ENGAGED IN FOREIGN TRADE.

The most important work of the merchant marine, however, and that which has constituted the main problem of the Shipping Board, has been the carrying on of trans-Atlantic and other ocean trans-

portation. Of special significance, therefore, is the following table, which shows the growth between 1914 and 1918 in the tonnage registered in foreign trade:

TABLE 4.—*Tonnage of American vessels registered in the foreign trade, 1914–1918.*[1]

Date.	Gross tons.	Increase over June 30, 1914.
		Per cent.
June 30, 1914	1,066,288	*0.0*
June 30, 1915	1,862,714	*74.7*
June 30, 1916	2,185,008	*104.9*
June 30, 1917	2,440,776	*128.9*
June 30, 1918	3,599,213	*237.5*
Dec. 31, 1918	[1] 5,169,278	[1] *384.8*

[1] The figures through June 30, 1918, are taken from the annual reports of the Commissioner of Navigation. The figure for Dec. 31, 1918, is a rough estimate. It has been assumed that ships of 1,000 gross tons or over constructed between June 30, 1918, and Dec. 31, 1918, have either been placed in the foreign trade or have released for the foreign trade an equivalent domestic tonnage. It should also be noted that the December, 1918, figures include new undocumented vessels.

2. PERSONNEL EMPLOYED ON AMERICAN MERCHANT VESSELS, 1916–1918.

a. CENSUS OF TRANSPORTATION BY WATER, 1916.

The only census giving the number of men actually employed on vessels to be taken during the period of the European war or for some years preceding was the census of Transportation by Water taken by the Bureau of the Census for the year 1916. This census included all classes of floating equipment of 5 tons net register or over, whether documented or undocumented, but did not include fishing vessels, stationary wharf boats, and house-boats, or vessels owned by the Federal Government. The total number of employees on vessels was found to be 153,301. This was an increase of 8.8 per cent over the figures which had been obtained by a similar count 10 years before.

b. CREW LISTS AS OF JUNE 30, 1918, AND DECEMBER 31, 1918.

The best indication as to the personnel of the merchant marine for dates later than 1916 is furnished by the figures for crews, given on the list of merchant vessels published from time to time by the Bureau of Navigation of the Department of Commerce. In the case of documented vessels, these figures are taken from the documents; and in the case of other vessels, from special statements submitted by the owners. It has been found by an analysis of the merchant list as

published by the Bureau of Navigation for June 30, 1918, that on that date the total crew complement credited to all American vessels was 182,752.[1]

In using this figure it should be noted that in some respects it is probably an underestimate of the crew complements actually carried. Under war conditions many ships were compelled to carry crews considerably in excess of the number originally assigned. As early as 1917 the Atlantic agreement called for a considerable increase in the number of seamen; and, as the hazard became more pronounced and an armed guard was carried, it became necessary to man many of the ships still more completely. In counting the number of men required to man harbor craft it is also necessary to remember that there are a number of double-shift boats, which presumably would employ twice as many men as would be officially reported for a vessel.

At the time this report goes to press the Bureau of Navigation has not yet issued a merchant list as of December 31. The bureau has, however, issued weekly statements giving the names of the ships added to the American merchant marine, and these indicate a total addition between June 30, 1918, and December 31, 1918, of some 1,049 vessels. Assuming that the smaller boats will carry crew complements equal to those assigned to vessels of the same class in June, and estimating that steam vessels of over 1,000 gross tons, nearly all of which were built along standardized lines for the Emergency Fleet Corporation, will on the average carry 45 men each, the new vessels should altogether require about 24,228 men.

Deducting 1,941 men because of the known losses of ocean going vessels of over 1,000 tons during the six months' period, and 2,729 men because of the estimated losses of other shipping, or 4,670 men altogether, there should have been a net gain in crew complement during the period of 19,558 men, bringing the total estimated crew complement on December 31, 1918, to 202,310.

As the merchant marine is returning to a peace basis, this number is probably more nearly accurate for December 31 than was the other figure for June 30. In using both figures it must be borne in mind, however, that they represent simply the number of positions on ships and take no account of times when vessels are idle. Nor, on the other hand, do they allow for the necessary surplus of seafaring men which a country must have in order to offset the loss of time which occurs because men are not always actually employed.

[1] In adding up the list, one man bas been added for each vessel of 50 or more gross tons, for the reason that the figures collected and published by the Bureau of Navigation are supposed not to include the master. For fear, however, that on some of the boats of less tban 50 tons the master, if carried, may have been reported along with the rest of the crew, tbe crew complements on vessels of tbis class have been put at the figures printed by the bureau.

c. ESTIMATE FOR CONSTRUCTION PROGRAM OF EMERGENCY FLEET CORPORATION DURING 1919.

At the present rate of construction any estimate as to the personnel of the American merchant marine will soon be out of date. It is well, therefore, to take some account of the construction program of the Emergency Fleet Corporation. According to forecasts as of December 27, 1918, it was expected that during 1919 there would be delivered approximately 1,447 new vessels. A considerable portion of these vessels will be larger than those which now constitute the bulk of the fleet and will require crews of about 50 men each. Taking all the vessels into account, however, it is believed that the average crew will not be greatly over 45, and that the personnel required to man all of the new ships should therefore be placed at about 65,115.

d. NUMBER OF LICENSED OFFICERS AND ABLE SEAMEN.

In the five years preceding June 30, 1918, 58,141 men were granted five-year licenses as officers on ocean or Lake vessels, while under the seamen's act 46,063 persons had by June 30, 1918, been granted certificates as able seamen.[1]

These figures have not been corrected to take into account the loss in the number of licensed officers and able seamen because of death or because of the shifting of men into other occupations.

e. NATIONALITY OF CREWS.

Of the officers and crews signed on before shipping commissioners during recent fiscal years, the percentage of the total who were native born or naturalized American citizens has been as follows:

TABLE 5.—*Percentage of American citizens among all officers and crews signed on before shipping commissioners.*[2]

	Per cent.
1914	47.4
1915	43.5
1916	43.2
1917	42.9
1918	41.9

It is important to note that there are no shipping commissioners on the Great Lakes, where the proportion of Americans would be large; nor is it necessary for men engaged in the coastwise trade to go before shipping commissioners; nor has such action been required of men on vessels operated by the Army.

[1] According to figures furnished by the Steamboat-Inspection Service Department of Commerce.

[2] Reports of the Commissioner of Navigation.

3. CLASSIFICATION OF TONNAGE AND PERSONNEL ACCORDING TO TYPE AND SIZE OF VESSELS.

a. TONNAGE.

The figures for tonnage and personnel which have been presented in the preceding sections include almost every type and size of vessel. Before they can be of much practical value it is necessary, therefore, that they be carefully classified.

According to the report of the Commissioner of Navigation for the fiscal year closing June 30, 1918, the gross tonnage of the American documented merchant marine was on that date divided between vessels of different types and sizes as follows:

TABLE 6.—*Classification by type of vessel of American tonnage, June 30, 1918.*

Type of vessel.	5 to 49 gross tons.		50 to 999 gross tons.		1,000 to 4,999 gross tons.		Over 5,000 gross tons.		Total.	
	Number.	Gross tons.	Number.	Gross tons.	Number.	Gross tons.	Number.	Gross tons.	Number.	Gross tons.
Steam	1,640	48,188	3,546	846,721	1,102	3,053,651	479	3,188,953	6,767	7,137,513
Sailing	2,782	47,197	1,449	521,800	353	625,411	3	15,127	4,587	1,209,535
Motor	9,303	138,469	528	70,139	59	119,734	1	5,459	989	333,801
Total rigged	13,725	233,854	5,523	1,438,660	1,514	3,798,796	483	3,209,539	21,245	8,680,849

In addition to the rigged vessels included above, there were on June 30, 1918, 5,466 documented unrigged vessels of 1,243,669 gross tons, making the total documented tonnage on that date 9,924,518. The unrigged vessels were unclassified, but nearly all would have fallen under 1,000 gross tons.

The tonnage of the new vessels put into service after June 30 and on or before December 31, 1918, may similarly be classified as shown in Table 7. This table includes undocumented vessels.

TABLE 7.—*Classification, by type of vessel, of tonnage added June 30–Dec. 31, 1918.*[1]

Type of vessel.	5 to 49 gross tons.		50 to 999 gross tons.		1,000 to 4,999 gross tons.		Over 5,000 gross tons.		Total.	
	Number.	Gross tons.	Number.	Gross tons.	Number.	Gross tons.	Number.	Gross tons.	Number.	Gross tons.
Steam	18	407	34	7,265	361	971,684	121	753,441	534	1,732,797
Sailing	7	164	25	17,526	12	17,860	.....	.....	44	35,550
Motor	282	4,791	28	6,220	8	15,558	.....	.....	318	26,569
Unrigged	23	558	129	47,534	1	3,036	.....	.....	153	51,128
Total	330	5,920	216	78,545	382	1,008,138	121	753,441	1,049	1,846,044

[1] Compiled from weekly reports issued by the Commissioner of Navigation.

A combination of the two preceding tables should very nearly give the number of vessels of each type in the American merchant marine on December 30, 1918. A deduction should be made, however, for the following losses which occurred during the last half of 1918. The reported losses of ocean-going vessels of 500 or more gross tons have been: Steam vessels of 5,000 gross tons or over, 92,013 tons; steam vessels between 1,000 and 4,999 gross tons, 74,341 tons; steam vessels between 500 and 999 gross tons, 5,483 tons; sailing vessels between 1,000 and 4,999 gross tons, 14,860 tons; sailing vessels between 500 and 999 gross tons, 8,474 tons. Figures for the losses sustained by vessels of other types are not yet available, but on the basis of the previous year's experience they may be estimated at approximately 49,110 gross tons. The total loss has therefore been placed at approximately 244,281 gross tons.

b. PERSONNEL.

The personnel of the American merchant marine, as given on the crew lists for June 30, 1918, was distributed between vessels of different types, as shown in Table 8. The number of vessels for which these figures are given is slightly larger than that for which the gross tonnage has just been presented, for the reason that they include undocumented vessels.

TABLE 8.—*Classification by type of vessel of marine personnel, June 30, 1918.*

Type of vessel.	Under 50 gross tons.		50 to 999 gross tons.		1,000 to 4,999 gross tons.		5,000 to 9,999 gross tons.		10,000 gross tons or over.		Total.	
	Number.	Crew.	Number.	Crew.	Number.	Crew.	Number.	Crew.	Number.	Crew.	Number.	Crew.
Steam	1,755	6,999	3,756	44,311	1,132	39,810	449	20,244	34	7,822	7,126	119,186
Sailing	3,093	9,036	1,563	11,090	360	4,141	3	33	.....	.....	5,019	24,300
Motor	10,365	22,677	677	5,493	62	1,309	1	32	.....	.....	11,105	29,511
Unrigged	1,355	380	4,264	9,104	47	271	.....	.....	.....	.....	5,666	9,755
Total	16,568	39,092	10,260	69,998	1,601	45,531	453	20,309	34	7,822	28,916	182,752

For reference, the average number of men required as of June 30, 1918, to operate each type and size of vessel is shown in the following table:

TABLE 9.—*Average crew complement of vessels in the American merchant marine, June 30, 1918.*

Type of vessel.	Under 50 gross tons.	50 to 999 gross tons.	1,000 to 4,999 gross tons.	5,000 to 9,999 gross tons.	10,000 gross tons or over.	Average all sizes.
Steam	4.0	11.8	35.2	45.1	230.1	16.7
Sailing	2.9	7.1	11.5	11.0	.....	4.8
Motor	2.2	8.1	21.1	32.0	.....	2.7
Unrigged	.3	2.1	5.8	.....	.....	1.7
Average, all types	2.4	6.8	28.4	44.8	230.1	6.3

The new vessels added between June 30 and December 31, 1918, should on a rough estimate require the following personnel:

TABLE 10.—*Classification by type of vessel of marine personnel added June 30–Dec. 31, 1918.*

Type of vessel.	Under 50 gross tons.		50 to 999 gross tons.		1,000 to 4,999 gross tons.		5,000 gross tons or over.		Total.	
	Number.	Crew.	Number.	Crew.	Number.	Crew.	Number.	Crew.	Number.	Crew.
Steam	18	55	34	359	361	16,245	121	5,445	534	22,104
Sailing	7	28	25	346	12	116	.....	.....	44	490
Motor	282	705	28	380	8	162	.....	.....	318	1,247
Unrigged	.....	.....	.....	.....	.....	.....	.....	.....	153	387
Total	307	788	87	1,085	381	16,523	121	5,445	1,049	24,228

The classification of the personnel of American vessels on December 31, 1918, may be determined approximately by combining Tables 8 and 10. Account should be taken, however, of the following losses, which occurred between June 30 and December 31, 1918. The reported losses of ocean-going vessels of 1,000 or more gross tons have been: Steam vessels of 5,000 gross tons or over, 632 men; steam vessels between 1,000 and 4,999 gross tons, 1,179 men; sailing vessels between 1,000 and 4,999 gross tons, 130 men. On a few of the above ships it was necessary to estimate the crew complement. The losses of other types of vessels are as yet unavailable, but the crew complements which they carried may be estimated at 2,729. The total estimated deduction for the period June 30–December 31 therefore amounts to 4,670 men.

The approximately 65,115 men who will be required to man the new vessels which the Emergency Fleet Corporation plans to complete in 1919 will practically all serve on steam vessels of from 2,000 to 7,500 gross tons.

4. CLASSIFICATION OF TONNAGE AND PERSONNEL ACCORDING TO THE SERVICE IN WHICH VESSELS ARE ENGAGED.

a. YACHTS, FISHING VESSELS, AND BOATS ON WESTERN RIVERS.

Included in the total number of employees engaged in water transportation there is a certain proportion who do not, to any great extent, enter into the labor problems involved in the operation of the merchant marine. Under such a classification might be included employees on pleasure yachts, those on vessels engaged in the fisheries and those on boats plying on western rivers.

Of the 182,752 men included on the crew lists on June 30, 1918, 6,654 were employed on yachts, their distribution among vessels of different types and sizes being as follows:

TABLE 11.—*Number and crew complement of all yachts on the American merchant list, June 30, 1918.*

Type of yacht.	Under 50 gross tons.		50 to 999 gross tons.		1,000 gross tons or over.		Total.	
	Number.	Crew.	Number.	Crew.	Number.	Crew.	Number.	Crew.
Motor	954	2,171	200	1,081	.....	.....	1,154	3,252
Steam	83	309	162	2,107	2	122	247	2,538
Sailing	148	457	36	407	.....	.....	184	864
Total	1,185	2,937	398	3,595	2	122	1,585	6,654

Of the 9,924,518 gross tons comprising the documented merchant marine on June 30, 1918, 42,831 gross tons, or 0.4 per cent, were employed in the whale, cod, or mackerel fisheries, and 123,342 gross tons, or 1.2 per cent, were employed on western rivers.

b. HARBOR CRAFT.

Much more important in the operation of the American merchant marine are the persons employed on harbor craft. There are no complete statistics for employees on harbor craft. The Bureau of the Census has, however, segregated the 1916 figures in the case of New York and found that the number of men employed on harbor craft in the port of New York was at that time 12,632. These employees operated 6,117 vessels, aggregating 1,814,754 gross tons, of which a part were documented and a part undocumented vessels. By persons well acquainted with the situation it is believed that the increase in employees since 1916 would bring the present number of men at New York up to the neighborhood of 15,000.

c. DISTRIBUTION OF VESSELS BETWEEN ATLANTIC AND GULF, PACIFIC, AND GREAT LAKES, 1914–1918.

The distribution of tonnage between the different sections of the country is given for different years as follows:

TABLE 12.—*Gross tonnage, classified according to geographical districts, 1914–1918.*[1]

District.	Atlantic and Gulf coast.		Pacific coast.		Northern Lakes.		Total for three districts.	
	Gross tonnage.	Per cent.	Gross tonnage	Per cent.	Gross tonnage.	Per cent.	Gross tonnage.	Per cent
June 30, 1914	3,795,522	*48.9*	1,084,640	*14.0*	2,882,922	*37.1*	7,763,084	*100*
June 30, 1915	4,295,885	*52.2*	1,109,259	*13.5*	2,818,009	*34.3*	8,223,153	*100*
June 30, 1916	4,431,151	*53.4*	1,114,801	*13.4*	2,760,815	*33.2*	8,306,767	*100*
June 30, 1917	4,749,739	*54.4*	1,209,533	*13.8*	2,779,087	*31.8*	8,738,359	*100*
June 30, 1918	5,356,976	*54.7*	1,646,697	*16.8*	2,797,503	*28.5*	9,801,176	*100*

[1] Tonnage figures taken from reports of the Commissioner of Navigation.

It is probable that the drift toward the Atlantic coast has been much more marked in the last year or two than this table would seem to indicate because of the fact that sometimes the home port is not changed in the document when a shift is made. It is probable that the increase of more than 500,000 gross tons which is credited to the Pacific coast since the beginning of the war in 1914 has been very largely transferred to the Atlantic coast, and that also a portion of the tonnage credited to the Great Lakes has been similarly transferred, without the documents having been changed. Such shifts might well have brought the shipping of the Atlantic and Gulf well up toward 60 per cent of the total by June 30, 1918.

Since June 30, 1918, it is also probable that most of the approximately 1,846,044 gross tonnage added to the merchant marine has gone to swell the trans-Atlantic service.

The distribution of man power between the different sections of the country is somewhat different from the distribution of tonnage, apparently for the reason that the tonnage handled per man on the Great Lakes is greater than elsewhere. The following table compares the distribution of marine employees as given by the census of 1916, with the distribution of tonnage as given by the Bureau of Navigation for the same year:

TABLE 13.—*Marine employees, classified according to geographical districts.*

District.	Employees.		District's per cent of total gross tonnage.
	Number.	Per cent of total.	
Atlantic and Gulf coast	84,978	***62.7***	*53.4*
Pacific coast	23,576	***17.4***	*13.4*
Great Lakes and St. Lawrence River	26,873	***19.9***	*33.2*
Total for three districts	135,427	***100.0***	*100.0*

d. DISTRIBUTION OF OCEAN SHIPPING BETWEEN DIFFERENT TRADES.

The distribution of ocean shipping between the different coastwise and overseas trades is shown by Table 14, which contains an analysis of the services in which the tonnage controlled by the United States Government was employed on November 15, 1918.

TABLE 14.—*Classification, by trade, of controlled American tonnage, Nov. 15 1918.*[1]

Trade.	Steamers.			Tankers.			Sailing vessels.			Total.		
	Number.	Gross tons.	Per cent.	Number.	Gross tons.	Per cent.	Number.	Gross tons.	Per cent.	Number.	Gross tons.	Per cent.
Army	404	2,236,532	*52.6*	5	27,460	*3.9*	.....	.....	.....	409	2,263,992	*42.5*
Navy	56	158,909	*3.8*	14	82,425	*11.7*	.....	.....	.....	70	241,334	*4.5*
Other trans-Atlantic	35	158,428	*3.7*	5	32,889	*4.6*	45	57,998	*15.4*	85	249,315	*4.7*
Total[2]	**495**	**2,553,869**	***60.1***	**24**	**142,774**	***20.2***	**45**	**57,998**	***15.4***	**564**	**2,754,641**	***51.7***
Atlantic and Gulf, coastwise (United States)	216	556,233	*13.1*	29	113,811	*20.4*	26	24,681	*6.6*	271	724,725	*13.6*
Pacific, coastwise (United States)	98	122,034	*2.9*	10	34,292	*4.8*	43	70,098	*18.6*	151	226,424	*4.2*
Pacific-Atlantic, en route	26	111,572	*2.6*	.....	.....	.....	.....	.....	.....	26	111,572	*2.1*
Total	**340**	**789,839**	***18.6***	**39**	**178,103**	***25.2***	**69**	**94,779**	***25.2***	**448**	**1,062,721**	***19.9***
South America, east coast	17	38,094	*.9*	.....	.....	.....	83	96,998	*25.8*	100	135,092	*2.5*
South America, west coast	94	229,916	*7.1*	1	7,318	*1.0*	5	4,393	*1.2*	100	311,627	*5.8*
West Indies and Gulf of Mexico	132	298,901	*7.0*	57	326,341	*46.3*	33	26,197	*7.0*	222	651,439	*12.2*
Pacific coast, foreign	11	19,659	*.4*	3	14,802	*2.1*	2	3,570	*.9*	16	38,031	*.8*
Total	**254**	**656,570**	***15.4***	**61**	**348,461**	***49.4***	**123**	**131,158**	***34.9***	**438**	**1,136,189**	***21.3***
Trans-Pacific	77	217,295	*5.1*	6	36,171	*5.1*	86	92,035	*24.5*	169	345,501	*6.5*
Pacific Islands, inter islands, and Pacific points	21	31,035	*.8*	.....	.....	.....	.....	.....	.....	21	31,035	*.6*
Total	**98**	**248,330**	***5.9***	**6**	**36,171**	***5.1***	**86**	**92,035**	***24.5***	**190**	**376,536**	***7.1***
Grand total	**1,187**	**4,248,608**	***100.0***	**130**	**705,509**	***100.0***	**323**	**375,970**	***100.0***	**1,640**	**5,330,087**	***100.0***

[1] Figures based on information furnished by Division of Planning and Statistics, United States Shipping Board. The table includes all American ocean vessels of 500 or more gross tons.

[2] The great bulk, but not all, of the vessels in the service of the Army and Navy were in the trans-Atlantic trade.

5. STATISTICS REGARDING SHIPPING ACTIVITIES OF VARIOUS BRANCHES OF THE GOVERNMENT.

a. VESSELS IN THE SERVICE OF THE ARMY.

As shown in Table 14, the Army had in its service, on November 15, 1918, 409 vessels of 2,263,992 gross tons, or almost one-half of our ocean tonnage.

b. VESSELS MANNED OR OPERATED BY THE NAVY.

In counting up the labor required to man the American merchant marine it is important to note that during the war not all of this personnel was civilian. On December 10, 1918, the Navy was manning 378 vessels, on which were stationed 7,950 officers and 20,000 enlisted personnel. Of these vessels 345 had been withdrawn from or had been originally planned for the merchant service. As the Navy carries crews considerably larger than those employed by other operators, the 27,950 enlisted officers and men must have taken the place of a smaller number of civilians. The tonnage of vessels manned by the Navy was on December 10, 1918, 2,419,324 deadweight tons (approximately 1,600,000 gross tons).

The vessels manned by the Navy were chiefly in the service of the Army. The Navy had in its own service on November 15, 1918, 70 merchant vessels credited with 241,334 gross tons.

c. VESSELS OPERATED BY THE RAILROAD ADMINISTRATION.

Under the President's proclamation of December 28, 1917, the Railroad Administration took control of the coastwise ships of the following railroad-owned steamship lines: Old Dominion Steamship Co., Ocean Steamship Co., and Southern Pacific Steamship Co. On April 13, 1918, the Railroad Administration extended its control to the coastwise ships of the following independent steamship lines: Mallory Steamship Co., Clyde Steamship Co., Southern Steamship Co., and Merchants' & Miners' Transportation Co. The vessels of the four independent lines were operated by the Railroad Administration until December 6, 1918, when they were returned to their private owners. The vessels of the three railroad-owned steamship lines were still being operated by the Railroad Administration on December 31, 1918.

d. AMERICAN AND FOREIGN VESSELS OWNED, CONTROLLED, OR OPERATED BY THE SHIPPING BOARD.[1]

On December 25, 1918, the United States Shipping Board owned the following shipping:

[1] The figures in this section are based on the report for Dec. 25, 1918, of the Department of Shipping Information, Division of Operations, United States Shipping Board.

TABLE 15.—*Vessels owned by the United States Shipping Board, Dec. 25, 1918.*

	Number.	Gross tons.
New steamers	511	1,896,940
Ex-German ships	59	257,962
Ex-Austrian ships	6	24,417
Other ships owned	37	100,962
Total	613	2,280,281

On the same date the United States Shipping Board exercised direct control over the following additional shipping:

TABLE 16.—*Vessels controlled, but not owned, by the United States Shipping Board, Dec. 25, 1918.*

	Number.	Gross tons.
American ships under requisition to Shipping Board	435	2,119,357
Dutch ships taken over by the United States Government	81	329,121
Foreign ships under charter to United States Shipping Board, dead-weight tonnage, 1,401,418	322	[1] 1,051,000
Total	838	[1] 3,499,378

[1] Estimated.

It is important to note that the foreign ships under charter to the United States retained their own crews, and were, therefore, in no sense a part of the American merchant marine as far as labor issues were concerned. But the seized Dutch vessels, with an aggregate gross tonnage of 329,121 gross tons, were manned by the United States, and as long as the war lasted were, therefore, to all intents and purposes, a part of or addition to the American merchant tonnage.

On December 25 the Shipping Board was itself manning the following shipping:

TABLE 17.—*Vessels manned by the United States Shipping Board, Dec. 25, 1918.*

	Number.	Gross tons.
Owned ships:		
New steamers	12	66,707
Ex-German ships	32	168,002
Ex-Austrian ships	3	15,176
Other steamers owned	5	16,299
Controlled ships:		
American requisitioned ships	7	28,758
Dutch ships	51	147,246
Total	110	442,188

6. THE NUMBER OF LONGSHOREMEN.

At the time of the census of 1910, 62,857 residents of the United States reported their regular occupation as that of longshoreman or stevedore. These figures may have understated the number of longshoremen at that time for the reason that longshore work is irregular and is often engaged in by persons who would be likely to give other lines of work as their main occupation.

Since 1910 the commerce of the United States has grown so rapidly that, even if the census figures for that year be regarded as wholly adequate, they would no longer furnish much of a guide as to the number of persons now working as longshoremen.

Estimates for the port of New York range around 40,000 or 50,000 men. There is no way of telling, however, how exact these figures are, or what the total number of longshoremen would be, taking the country as a whole. The census of 1910 credited New York with slightly less than one-third of the total; but that was before the recent expansion of overseas trade.

CHAPTER VII.

EMPLOYERS' ASSOCIATIONS.

In response to inquiries sent out by the Marine and Dock Industrial Relations Division of the Shipping Board, the secretaries of the various associations of employers of marine and dock labor have submitted statements, from which has been taken most of the information contained in the following brief sketches. The material for the Pacific coast was obtained mainly through the San Francisco office of the Division of Operations.

1. ORGANIZATIONS OF OWNERS OF OCEAN STEAMSHIPS.

a. AMERICAN STEAMSHIP ASSOCIATION.

The American Steamship Association was formed in 1904 and reorganized in 1909. Originally it was composed almost exclusively of coastwise lines, but on reorganization embraced also deep-water companies. Its present membership consists of 69 steamship lines, which operate in part from the Atlantic and Gulf and in part from the Pacific coast. Only bona fide owners of steamships are eligible to membership and the lines are all under the American flag.

The Shipping Board has had frequent occasion during the past year to cooperate with the American Steamship Association, especially as regards the Atlantic and Gulf coasts. Its representatives agreed to leave with the Shipping Board the fixing of wages and working conditions in this area; and they met with representatives of the board and of the marine employees in efforts to work out the various practical problems which were involved in discharging this responsibility.

The president of the American Steamship Association is H. H. Raymond; the secretary-treasurer is W. M. Brittain. The association was largely represented in its dealings with the Shipping Board by Franklin D. Mooney, chairman of the committee on wages.

b. SHIPOWNERS' ASSOCIATION OF THE PACIFIC COAST.

While the American Steamship Association includes among its membership a dozen or more of the leading American steamship lines operating on the Pacific, there is also a special organization known as the Shipowners' Association of the Pacific Coast.

This association was formed February 18, 1904, and is made up of operators of Pacific coastwise vessels, especially steam schooners and lumber carriers. One of its purposes as given in its by-laws is "to provide a place, means, and auxiliaries necessary for the just, fair, convenient, and economical employment of the various kinds of employees required or necessary in the conduct of the business of operating, running, and employing steamers or vessels in the Pacific coast trade, and for paying off and settling with such employees upon their discharge."

The association has a present membership of 56. The president is Charles R. McCormick; the secretary and treasurer, W. F. Sullivan.

c. NEW ORLEANS STEAMSHIP ASSOCIATION.

The New Orleans Steamship Association was incorporated in 1912. Its present membership is made up of 33 New Orleans steamship men, representing a slightly larger number of steamship lines operating from or touching at that port. The president is S. T. De Milt; the secretary, David B. Penn.

2. ORGANIZATIONS OF OWNERS OF VESSELS OPERATING ON THE GREAT LAKES.

a. LAKE CARRIERS' ASSOCIATION.

The earliest organization, later a part of the Lake Carriers' Association, was the Cleveland Vessel Owners' Association, formed in 1880. In 1885 an organization known as the Lake Carriers' Association was formed, consisting at that time of package freight and passenger lines. In 1892 these two associations combined, and under the name of Lake Carriers' Association included all classes of Lake vessels. Ten years later the association was incorporated.

As the result of further reorganization, the Lake Carriers' Association is now confined to the owners and operators of bulk-freight vessels (except two steamers used as package freighters); and in this capacity carries the great ore, wheat, and coal tonnage, which makes up about 80 per cent of the Lake traffic.

The Lake Carriers' Association was formed in order, among other purposes, "to establish and maintain shipping offices for the convenient securing of seamen for vessels on the Great Lakes, their connecting and tributary waters; * * * to establish and maintain by contract or otherwise such amicable relations between employers and employed as will avoid the public injury that would result from lockouts or strikes in the Lake-carrying service * * *."

The president of the Lake Carriers' Association is William Livingstone, of Detroit; the secretary is George A. Marr, of Cleveland. Among the chief representatives of the Lake Carriers' Association in its contact with the Shipping Board have been Harry Coulby, chair-

man of the Mobilization Committee, and Harvey D. Goulder, general counsel for the association.

b. GREAT LAKES PASSENGER LINES' ASSOCIATION.

This association was formed in 1915 in order to provide a medium for the discussion of subjects of interest to 16 Great Lakes passenger steamship lines. The president is H. W. Thorp, of Chicago; the secretary is Frederick L. Leckie, of Cleveland.

c. LUMBER CARRIERS' ASSOCIATION OF THE GREAT LAKES.

This association is made up of about 40 Lake lumber carriers with headquarters at Duluth. The president is O. W. Blodgett; the secretary-treasurer, Capt. C. H. Weeks.

3. ORGANIZATIONS OF OWNERS OF OCEAN-GOING TOWBOATS.

a. NATIONAL BOARD OF STEAM NAVIGATION.

The National Board of Steam Navigation claims as members 80 per cent of the operators of steam vessels on the Atlantic coast and western rivers. Its membership represents every type of shipping.

The executive committee of the board is, however, very largely made up of representatives of towing lines, harbor and river craft, or the marine departments of railroads; and it was as the representative of the owners of ocean-going towboats that this organization had its chief contact with the Marine and Dock Industrial Relations Division of the Shipping Board.

The National Board of Steam Navigation was organized in 1871. The president of the board is William E. Bernard, of Philadelphia; and the secretary-treasurer, N. L. Cullin, of New York.

b. TEXAS TOW AND STEAMBOAT OWNERS' ASSOCIATION.

The Texas Tow and Steamboat Owners' Association was formed in April, 1917. Its membership is confined to the Texas coast trade, and it was chiefly in the matter of wages paid on Gulf towboats that the Shipping Board has had relations with the association.

The president of the association is D. W. Ryan, of Port Arthur, Tex.; the secretary and treasurer, A. S. Shepherd, of Galveston. During most of the period covered by this report the secretary was J. R. Guyton, of Galveston.

4. ORGANIZATIONS OF OWNERS OF HARBOR CRAFT.[1]

The American Steamship Association, and especially the National Board of Steam Navigation, include among their members many owners of harbor craft. Because, however, of their national or semi-

[1] For further information with regard to the owners of New York harbor craft, see B. M. Squires, "Associations of Harbor Boat Owners and Employees in the Port of New York." Monthly Labor Review, August, 1918.

national scope these organizations concern themselves primarily with problems of general importance. This section will be confined to an account of the various local organizations, which, in the case of the leading port of New York, represent the harbor-craft owners.

The New York Boat Owners' Association was organized about 1914, and in the summer of 1918 had more than 150 members, employing approximately 3,500 men. It represents various types of harbor craft, but does not include boats of railroads or steamship lines.

With the organization of the New York Towboat Exchange in January, 1917, the Boat Owners' Association came to represent chiefly interests in nonself-propelled craft. The New York Towboat Exchange in the summer of 1918 included in its membership about 30 of the more important towing lines, but no railroad or steamship boats. Its president is Frederick G. Russell.

The Lighterage Association of the Port of New York was started in 1910 in the interest of legislation regarding wharfage facilities. It later became inactive, but in the fall of 1917 was revived in order to deal with the demands of the harbor employees. In the summer of 1918 it had a membership of 30. It is managed by an executive committee, of which H. M. Lee is the chairman.

In addition to the above, the Long Island Barge Operators' Association and the New York Coal Barge Operators' Association have been organized on the initiative of the Government in order to perform special functions.

Of the different New York associations of which mention has been made, each represents some special type of harbor interest. The more important owners of harbor craft belong to several different associations, but in matters of general interest concerted action has been taken. Mr. Joseph H. Moran has on various occasions represented all of the harbor-craft associations.

5. ORGANIZATIONS OF EMPLOYERS OF LONGSHORE LABOR.

In most places the employers of longshore labor are not organized as such. Sometimes the longshoremen are employed directly by the steamship company, sometimes by firms of professional stevedores; but, as far as the Shipping Board is concerned, its dealings have generally been with representatives of steamship lines.

An exception to this general rule is found on the Pacific coast, where there exist special organizations of waterfront employers.

a. WATERFRONT EMPLOYERS' UNION OF PUGET SOUND.

This organization was formed in 1908, its membership being the principal employers of waterfront labor at Seattle and Tacoma. The primary purpose of its formation was to deal with questions

involving relations with employees. Its present officers are J. S. Gibson, president, and W. C. Dawson, secretary.

b. SAN FRANCISCO WATERFRONT EMPLOYERS' UNION.

This association was formed February 5, 1914, on the same plan and with the same object as the Seattle Waterfront Employers' Union. Its membership now comprises 17 steamship and stevedore companies representing San Francisco Bay and tributaries. The president is C. W. Saunders; the secretary and treasurer, M. H. H. Lambert.

CHAPTER VIII.

LABOR ORGANIZATIONS.[1]

The chief labor organizations with which the United States Shipping Board has had dealings during the war period may be classified as associations of licensed deck officers, associations of licensed engineers, the International Seamen's Union, and the International Longshoremen's Association.

1. ASSOCIATIONS OF LICENSED DECK OFFICERS.

There are a number of organizations of licensed deck officers, of which the largest are the National Association of Masters, Mates and Pilots of America, the Neptune Association of Masters and Mates on Ocean and Coastwise Steam Vessels, and the Masters, Mates and Pilots' Association of the Pacific.

a. NATIONAL ASSOCIATION OF MASTERS, MATES AND PILOTS OF AMERICA.

This association dates back in its beginning to 1887. In order to protect the license of a pilot whose vessel had been run aground and burned, the pilots of New York united to form what was known as the American Brotherhood of Steamboat Pilots. This was the beginning of what later came to be known as Manhattan Harbor. Manhattan Harbor was supplemented by the formation of Enterprise No. 2, at Camden, N. J.; Mariners No. 3, at Rondout, N. Y.; Volunteer No. 4, at Boston, and Excelsior Harbor No. 5, at Brooklyn.

In February, 1891, representatives of the different harbors met at Camden and formed the Grand Harbor of American Brotherhood of Steamboat Pilots of the United States. On April 1, 1891, this association was granted a charter by the State of New York and soon after charters were granted to subordinate harbors. On November 19, 1894, the name of the organization was changed to the American Association of Masters and Pilots of Steam Vessels. On March 3, 1905, the name was again changed to the American Association of Masters, Mates and Pilots. The present title is National Association of Masters, Mates and Pilots of America.

[1] Most of the detailed statements contained in this chapter are based on letters written by officers of labor organizations, or on the printed literature of such associations.

In January, 1919, the membership of the association was approximately 8,200. In December, 1918, the number of local organizations was given as 43. The national president is Capt. J. H. Pruett, of Brooklyn, and the national secretary, M. D. Tenniswood, of Camden. The association is affiliated with the American Federation of Labor.

b. NEPTUNE ASSOCIATION OF MASTERS AND MATES OF OCEAN AND COASTWISE STEAM VESSELS.

The Neptune Association was formed in November, 1910, with headquarters in New York. In 1917 branch offices were started in New Orleans and Boston. It has no branches on the Pacific coast, but is affiliated with the Masters, Mates and Pilots of the Pacific. Unlike the National Association of Masters, Mates and Pilots, it has no connection with the American Federation of Labor.

On December 19, 1918, the Neptune Association claimed 2,743 members, distributed approximately as follows: Overseas mercantile fleet, 900; United States Naval Reserve force, 900; coastwise and Central and South American trade, 900. The membership of the association is limited to masters and mates on ocean-going vessels.

Following the annual election on December 30, 1918, the president is Capt. Ned A. Port, of New York, and the secretary-treasurer Capt. Arthur N. McGray.

c. MASTERS, MATES AND PILOTS' ASSOCIATION OF THE PACIFIC.

In 1884 the Licensed Officers' Protective Association of the Pacific was formed by the masters and mates of ocean and coastwise vessels. In 1891 this organization was affiliated with the American Association of Masters, Mates and Pilots. In 1911, desiring to have an organization distinct from that of the licensed officers of the bay and river boats, there was a division by which the officers of the ocean and coastwise vessels formed the Masters, Mates and Pilots' Association of the Pacific.

The general purposes of the Masters, Mates and Pilots' Association of the Pacific include the protection and furtherance of the rights of the members as regards working rules, working conditions, and wages; the advocacy of laws regulating the manning of vessels; and the building up of an American merchant marine officered by American citizens.

The association has working agreements and a system of exchanging membership cards with the Neptune Association on the Atlantic coast and the Ship Masters' Association located at Seattle. It is stated that this association still holds an uncanceled charter from the National Association of Masters, Mates and Pilots.

The association has headquarters at San Francisco and branch offices at Seattle and San Pedro. In January, 1919, there were

1,615 members. Capt. William A. Wescott is president and business manager, and W. H. Stark is secretary.

d. OTHER ASSOCIATIONS OF LICENSED DECK OFFICERS.

(1) **American Steamship Licensed Officers' Association (Inc.).**—This association opened its office in New York City July 1, 1915. In November, 1917, a branch office was opened in Boston.

The principal object and purpose for which the association was formed was "the mutual protection and benefit of the members of the corporation; the securing and maintaining of equitable standards of wages, hours, and working conditions; the furnishing of assistance to members in proceedings before the board of the United States local inspectors and other tribunals and courts; the cooperation of the owners of vessels in connection with which the members are or may be employed; and the procuring of proper laws and regulations applicable to the members."

The association early in 1919 had 691 paid-up members. Its business manager is Capt. Luther B. Dow.

(2) **American Shipmasters' Association of the Pacific Coast.**—This association was formed in 1907 and has a present membership of 266. It has no union affiliations. The headquarters of the association are located in San Francisco and it has agents in Seattle, Wash., Portland, Oreg., and Aberdeen, Wash. The secretary is C. O. Anderson.

(3) **Shipmasters' Association (Seattle).**—This organization, known officially as the Shipmasters' Association of the United States of America, is located at Seattle. The association is limited in its membership to ocean and coastwise masters and pilots and has working agreements with the Neptune Association on the Atlantic coast and the Masters, Mates and Pilots' Association on the Pacific. The present membership is 250. The president is O. A. Johansen and the secretary is W. T. Isted.

(4) **American Pilots' Association.**—This is an association of State pilots, organized Sept. 30, 1884, and having a present membership of about 1,000. Capt. Ben Michell, of New Orleans, is president; and Capt. John H. Low, of Chelsea, Mass., is secretary. The association holds meetings once in two years and is interested chiefly in professional questions. It has affiliations with the National Association of Masters, Mates and Pilots, the American Federation of Labor, and other industrial and commercial organizations.

2. ASSOCIATIONS OF LICENSED ENGINEERS.

During the period covered by this report there were two organizations of licensed engineers: the Marine Engineers' Beneficial Association and the Ocean Association of Marine Engineers.

a. MARINE ENGINEERS' BENEFICIAL ASSOCIATION.

It is said that the earliest known organization of marine engineers was the Steamboat Engineers' Association, formed in Buffalo in 1854. In 1864 a similar organization was formed in Cleveland, and in 1865 others were formed in Chicago and Detroit.

In February, 1875, delegates from these organizations and representatives from Baltimore and St. Louis met at Cleveland and formed what was first known as the Marine Engineers' Association. In 1884 the word "Beneficial" was inserted.

At present the Marine Engineers' Beneficial Association is divided into the Great Lakes District, the Atlantic Coast District, the Gulf Coast District, the Pacific Coast District, the Hudson River District, and the Western Rivers District. On December 27, 1918, the membership was estimated at about 13,500.

The Marine Engineers' Beneficial Association is affiliated with the American Federation of Labor. In many localities its branch associations are affiliated with building-trade councils, metal-trade councils, or similar bodies. The New York local is affiliated with the Marine Workers' Affiliation of that port.

The national president of the association is William S. Brown, and the national secretary George A. Grubb, both of Buffalo.

b. OCEAN ASSOCIATION OF MARINE ENGINEERS.

About February 15, 1917, a body of engineers, formerly a part of the Marine Engineers' Beneficial Association, formed an independent organization known as the Ocean Association of Marine Engineers.

The new organization was made up exclusively of men holding ocean-going marine engineers' licenses and was never affiliated with the American Federation of Labor or other labor organizations. At first the movement affected New York only, but later agencies were opened in other Atlantic ports. On December 27, 1918, the membership was about 1,800. The secretary of the association is Bert L. Todd, of New York.

The Ocean Association of Marine Engineers and the Marine Engineers' Beneficial Association were separate organizations throughout the period covered by this report. It is understood, however, that steps have recently been taken looking toward the union of the two organizations.[1]

[1] In January, 1919, this organization received a charter from the Marine Engineers' Beneficial Association, affiliated with the American Federation of Labor, and is now known as Ocean Marine Engineers' Beneficial Association, No. 80.

3. INTERNATIONAL SEAMEN'S UNION.

The International Seamen's Union of America was formed April 22, 1892. According to its secretary, it consisted on June 18, 1918, of the following branches:

TABLE 18.—*Date of organization and present membership of unions constituting International Seamen's Union.*

Name of union.	Date of organization.	Membership.
Sailors' Union of the Great Lakes	1878	3,000
Marine Firemen, Oilers, and Watertenders' Union of the Great Lakes	1888	3,200
Marine Cooks and Stewards' Union of the Great Lakes	1902	1,700
Marine Firemen, Oilers, and Watertenders' Union of the Pacific	1883	3,000
Sailors' Union of the Pacific	1885	5,000
Marine Cooks and Stewards' Union of the Pacific Coast	1901	2,000
Eastern and Gulf Sailors' Association	1888	10,500
Marine Firemen, Oilers, and Watertenders' Union of the Atlantic	1902	8,000
Marine Cooks and Stewards' Association of the Atlantic	1903	3,000
Alaska Fishermen's Union	1902	3,500
United Fishermen of the Pacific	1906	600
Fishermen's Union of the Atlantic	1915	3,500
Deep-Sea Fishermen's Union	1915	2,000
Marine Firemen and Oilers' Union of British Columbia	1917	500
Marine Cooks & Stewards' Union of British Columbia	1918	500
Total membership		50,000

According to a statement of the president of the International Seamen's Union, the following percentages of all able seamen employed in the various ocean trades were, prior to the war, included in the union's membership:

TABLE 19.—*Percentage of able seamen claimed at the beginning of the war as members of International Seamen's Union.*

Trade.	Per cent.
Atlantic and Gulf coastwise	50
Atlantic and Gulf deep sea	75
Pacific	95

The Seamen's Union is affiliated with the American Federation of Labor and also with the International Transport Workers' Federation. Its president is Andrew Furuseth, of Washington. Its secretary is Thomas A. Hanson, of Chicago.

The secretaries of those of the constituent unions with which the Shipping Board has had contact are Sailors' Union of the Great Lakes, Victor A. Olander; Marine Firemen, Oilers, and Watertenders' Union of the Great Lakes, Thomas Conway; Marine Cooks and

Stewards' Union of the Great Lakes, J. M. Secord; Marine Firemen, Oilers, and Watertenders' Union of the Pacific, Patrick Flynn; Sailors' Union of the Pacific, John H. Tennison; Marine Cooks and Steward's Union of the Pacific Coast, Eugene Steidle; Eastern and Gulf Sailors' Association, Percy J. Pryor; Marine Firemen, Oilers, and Watertenders' Union of the Atlantic, Oscar Carlson; and Marine Cooks and Stewards' Association of the Atlantic, W. L. Cartledge. H. P. Griffin is the president of the Marine Cooks and Stewards' Association of the Atlantic. Gustave H. Brown is the New York agent of the Eastern and Gulf Sailors' Association.

4. INTERNATIONAL LONGSHOREMEN'S ASSOCIATION.

The International Longshoremen's Association was started on the Great Lakes some 30 years ago. It was at first restricted to men handling lumber.

At the present time the association has grown to a point where it includes in its locals every type of labor connected with the loading and unloading of ships, and extends geographically over almost the entire country. Besides the men who actually load and unload vessels, it represents marine warehouse freight handlers, grain-elevator employees, dock and marine engineers, stationary dock hoisters, marine repairmen and firemen, licensed tugmen, tug firemen and linemen, marine divers, helpers, tenders, and steam-pump operators, dredge engineers, and cranemen, drill-boat workers, dredge firemen and laborers on dredge scows, marine pile drivers, lumber inspectors, talleymen and lumber handlers, top-dock men, cotton and tobacco screw men, general cargo dock laborers, and pool-deck hands and fishermen.

The 377 locals of the association are located in five districts, as follows:

TABLE 20.—*Membership, by districts, of International Longshoremen's Association.*

District.	Number of locals.	Number of members.
Atlantic coast	94	41,000
South Atlantic and Gulf	62	18,600
Great Lakes	166	14,000
Pacific coast	54	22,000
Porto Rico	1	(1)
Total	377	95,600

[1] Not given.

The association includes Canada, as well as the United States, and is affiliated with the American Federation of Labor. As indicated above, it includes among its affiliated locals various unions of dock and even marine employees, which, because of their large

number, are not listed in this report. The president is T. V. O'Connor, of Buffalo. The secretary is John J. Joyce, also of Buffalo.

5. OTHER ASSOCIATIONS OF MARINE AND DOCK EMPLOYEES WITH WHICH THE SHIPPING BOARD HAS HAD DEALINGS.

a. MARINE WORKERS' AFFILIATION OF THE PORT OF NEW YORK.[1]

Because of the custom of organizing each class of marine employees separately, there have existed for a number of years six different unions among the men employed on New York Harbor craft.

The first cooperation between any of these organizations occurred following 1910, when the licensed engineers and licensed deck officers began to plan for joint action. In March, 1914, this movement resulted in the formation of the Marine Officers' Working Affiliation, an organization at the time limited in its interests to the licensed officers. Beginning with 1916, there began to be an informal understanding between this affiliation and the Harbor Boatmen's Union.

It was not until August 30, 1917, however, that steps were taken toward a formal union of all the harbor employees. Following a meeting held on that date, the Marine Engineers' Beneficial Association, the Masters, Mates and Pilots' Association, the Harbor Boatmen's Union, and the Tidewater Boatmen's Union united to form the Marine Workers' Affiliation of the Port of New York. A little later, the Lighter Captains' Union and the local union of the Steam and Operating Engineers were also admitted to the affiliation.

Of the various unions constituting the Marine Workers' Affiliation, no further mention needs to be made of the Marine Engineers' Beneficial Association, or the Masters, Mates and Pilots' Association, a full account having already been given of the national organizations of both.

The Harbor Boatmen's Union was organized in 1906, and claims jurisdiction over cooks, deck hands, firemen, and oilers on self-propelled boats, and floatmen on car floats. It was first affiliated with the International Seamen's Union, but later substituted for this connection affiliation with the International Longshoremen's Association.

The Tidewater Boatmen's Union was started in 1902 by the captains of boats designated by that name. Tidewater boats include certain types of one-man nonself-propelled boats, namely: Coal boats, grain boats, scows, and dumpers. The Tidewater Boatmen's Union has had many expansions and declines in membership and at times has been nonexistent. In 1913 it became affiliated with the International Longshoremen's Association.

[1] This subject is fully treated by B. M. Squires in the article referred to on p. 77.

The Lighter Captains' Union was first formed under another name in 1913 for social and benevolent purposes. In October, 1917, it was reorganized, increased the scope of its activities, and affiliated with the International Longshoremen's Association. The union claims jurisdiction over captains on lighters and barges; that is, nonself-propelled boats other than those classed as tidewater boats or car floats.

Prior to 1906 the engineers responsible for the operation of steam hoisting gear on lighters were organized as an independent union of harbor engineers affiliated, however, with the International Longshoresmen's Association. Since about 1906 they have been organized as a local of the International Union of Steam and Operating Engineers.

The president of the Marine Workers' Affiliation is T. L. Delahunty, the vice president is Capt. William Maher, and the secretary is Steven A. Condon. The general direction of the affairs of the association is in the hands of an executive committee made up of representatives of the various unions.

b. BARGE MASTERS' UNION.

This association was organized November 1, 1916, as the Barge Masters' and Mates' Association, but about six months later the name was changed to the Barge Masters' Union. It is composed of captains of barges running on Chesapeake Bay, the Atlantic Coast, Long Island Sound, and other waters connected with the coast. Its headquarters are at Norfolk.

At present the membership is about 500. The president is Adelbert Hopkins, and the secretary-treasurer, William P. Joseph.

c. MARINE TRANSPORT WORKERS.

The Marine Transport Workers are Philadelphia longshoremen, who were organized May 15, 1913, by the Industrial Workers of the World. At present they have between 5,000 and 6,000 members, and claim to control 85 per cent of the longshore work of that port.

The local union claims independence as far as the transaction of local business is concerned. Its membership is about 60 per cent colored, 25 per cent American white, and 15 per cent foreign white.

The membership of this union has loaded a large part of the munitions sent to Europe. Not being affiliated with the International Longshoremen's Association, they were not a party to the arrangement creating the National Adjustment Commission or to any other written agreement. They have, however, generally followed the awards of the National Adjustment Commission for neighboring ports and have performed their important work without stoppage during the war.

The president of the Marine Transport Workers is Joseph Weitzen, and the financial secretary, William D. Jones.

PART III

WAGE RATES AND WORKING CONDITIONS

CHAPTER IX.

AMERICAN WAGE RATES IN MARINE AND DOCK EMPLOYMENTS, 1914–1918.[1]

1. OCEAN-GOING STEAMSHIPS.

a. LICENSED OFFICERS.

For purposes of computing wages, licensed officers are divided into classes and paid in accordance with what is taken to be the measure of their responsibility. American ships are usually rated in what are known as power tons, that is, gross tons plus indicated horse power; and the tendency for some years past has been to pay the same rate to all officers of the same grade coming within certain power-ton limits. There formerly existed, however, many variations in the method of classification, according to the coast, according to the particular licensed officers' association involved, and according to the employer.

At the beginning of the European war in 1914, and until May 1, 1916, the marine engineers of the Atlantic and Gulf were holding to the following wage scale first announced by the Marine Engineers' Beneficial Association as effective October 1, 1907. This scale itself contains no mention of power tons; but the names of the ships affected are listed, and on investigation it has been found that the classes conform approximately to the power tonnage classification indicated below.

TABLE 21.—*Wage scale Marine Engineers' Beneficial Association (Atlantic and Gulf), October 1, 1907–May 1, 1916.*

[Classification according to power tonnage and letter.]

Rank.	Over 20,000.	20,000 to 10,000.	10,000 to 6,400.	6,400 to 4,000.	Below 4,000 power tons, but not divided on a power-ton basis.		
	A	B	C	D	E	F	G
Chief engineer	$200	$175	$165	$150	$150	$135	$135
First assistant engineer	[2] (125)	115	110	100	90	90	90
Second assistant engineer	[2] (115)	105	100	90	80	80	80
Third assistant engineer	[2] (115)	85	80	80	70	70	.....
Junior engineer	80	70	.....	.....	.....	.....	.....

[1] Unless otherwise specified the figures for wages given in this chapter are monthly rates.

[2] Called, respectively, senior, executive, and junior first assistant.

On May 1, 1916, the Marine Engineers' Beneficial Association replaced its 1907 scale with the new schedule given below. This time the wage scale assigned a definite power tonnage to each class, a distinction being made between single screw and twin screw vessels. The 1916 scale was the last issued by the Atlantic engineers prior to the Shipping Board's taking action on this matter.

TABLE 22.—*Wage scale Marine Engineers' Beneficial Association (Atlantic and Gulf), May 1, 1916–May 4, 1918.*

[Classification according to power tonnage and letter.]

Rank.	Twin-screw vessels.						
	Over 10,000.	10,000 to 8,000.	8,000 to 6,000.	6,000 to 4,000.	4,000 to 3,000.	3,000 to 2,000.	Under 2,000.
	Single-screw vessels.						
	Over 20,000.	20,000 to 10,000.	10,000 to 8,000.	8,000 to 6,000.	6,000 to 4,000.	4,000 to 3,000.	Under 3,000.
	A	**B**	**C**	**D**	**E**	**F**	**G**
Chief engineer	$225	$190	$185	$175	$165	$160	$150
First assistant engineer	150	140	130	125	115	115	110
Second assistant engineer	140	130	120	115	105	105	100
Third assistant engineer	130	115	110	105	95	95	90
Junior engineer	80	80	.....	.....	.....	.....	.....

The most recent wage scale issued by the National Association of Masters, Mates and Pilots was that of July 1, 1916. The power tonnage is printed for each vessel, and, with very little overlapping, shows a clean-cut classification along the lines indicated below.

TABLE 23.—*Wage scale American Association of Masters, Mates and Pilots (Atlantic and Gulf), July 1, 1916–May 4, 1918.*

[Classification according to power tonnage and letter.]

Rank.	Over 10,000.	10,000 to 8,000.	8,000 to 6,000.	6,000 to 4,000.	4,000 to 3,000.	Under 3,000.
	A	**B**	**C**	**D**	**E**	**F**
Master	$400	$350	$300	$275	$250	$225
First mate	150	130	125	115	115	110
Second mate	140	120	115	105	105	100
Third mate	130	110	105	95	95	90
Fourth mate	80	.....	.....	.....	.....	.....

While the 1916 engineers' and master and mates' wage scales were the offieial union scales from 1916 until the spring of 1918, the aetual compensation of the officers had during 1917 been materially inereased in another manner. As early as 1915 a small war bonus was paid on some trans-Atlantic ships. By 1917 the war-zone bonus had beeome standardized at 50 per eent (in a few eases it was higher). By 1917, also, most of the ships operating on the Atlantic and Gulf eoasts were paying all or a portion of their officers a 25 per eent bonus. The eoastwise trade was at that time safe; and it seems elear that the 25 per eent bonus, and also a portion of the 50 per cent bonus paid in the trans-Atlantic trade, was in reality a form of wage inerease, meant to supplement the base rate, whieh, during this period of rapidly rising priees and urgent demand for labor, itself remained almost stationary.

On June 14, 1918, the United States Shipping Board issued the following wage seale for licensed offieers on the Atlantie and Gulf eoasts, effective May 4. To the figures given in the award it was stipulated that a 25 per eent bonus should be added in the ease of the eoastwise, West Indian, and South and Central American trades, and a 50 per eent bonus in the case of the trans-Atlantic trade. No one, therefore, aetually reeeived the base rate alone. The base rate and the wages aetually received are shown below:

TABLE 24.—*Wage award licensed officers (Atlantie and Gulf) issued by United States Shipping Board, effective May 4, 1918.*

[Classification according to power tonnage and letter.]

Rank and trade.	Twin-screw vessels.					
	Over 15,000.	15,000 to 9,000.	9,000 to 5,500.	5,500 to 3,500.	3,500 to 2,000.	Under 2,000.
	Single-screw vessels.					
	Over 20,000.	20,000 to 12,000.	12,000 to 7,500.	7,500 to 5,000.	5,000 to 3,000.	Under 3,000.
	A	**B**	**C**	**D**	**E**	**F**
Master:						
Trans-Atlantic	$450.00	$405.00	$390.00	$375.00	$360.00	$345.00
Coastwise	375.00	337.50	325.00	312.50	300.00	287.50
Base rate	*300.00*	*270.00*	*260.00*	*250.00*	*240.00*	*230.00*
Chief engineer:						
Trans-Atlantic	345.00	322.50	300.00	277.50	255.00	240.00
Coastwise	287.50	268.75	250.00	231.25	212.50	200.00
Base rate	*230.00*	*215.00*	*200.00*	*185.00*	*170.00*	*160.00*

TABLE 24.—*Wage award licensed officers (Atlantic and Gulf) issued by United States Shipping Board, effective May 4, 1918*—Continued.

Rank and trade.	Twin-screw vessels.					
	Over 15,000.	15,000 to 9,000.	9,000 to 5,500.	5,500 to 3,500.	3,500 to 2,000.	Under 2,000.
	Single-screw vessels.					
	Over 20,000.	20,000 to 12,000.	12,000 to 7,500.	7,500 to 5,000.	5,000 to 3,000.	Under 3,000.
	A	B	C	D	E	F
First mate and first assistant engineer:						
Trans-Atlantic	$247.50	$240.00	$232.50	$225.00	$217.50	$210.00
Coastwise	206.25	200.00	193.75	187.50	181.25	175.00
Base rate	*165.00*	*160.00*	*155.00*	*150.00*	*145.00*	*140.00*
Second mate and second assistant engineer:						
Trans-Atlantic	225.00	217.50	210.00	202.50	195.00	187.50
Coastwise	187.50	181.25	175.00	168.75	162.50	156.25
Base rate	*150.00*	*145.00*	*140.00*	*135.00*	*130.00*	*125.00*
Third mate and third assistant engineer:						
Trans-Atlantic	202.50	195.00	187.50	180.00	172.50	165.00
Coastwise	168.75	162.50	156.25	150.00	143.75	137.50
Base rate	*135.00*	*130.00*	*125.00*	*120.00*	*115.00*	*110.00*
Fourth mate and fourth assistant engineer:						
Trans-Atlantic	180.00	172.50	.....	.....	.....	.....
Coastwise	150.00	143.75	.....	.....	.....	.....
Base rate	*120.00*	*115.00*	.....	.....	.....	.....
Junior engineer:						
Trans-Atlantic	150.00	.....	.....	.....	.....	.....
Coastwise	125.00	.....	.....	.....	.....	.....
Base rate	*100.00*	.....	.....	.....	.....	.....

Shortly after the signing of the armistice the Shipping Board's award of June 14 was turned over to a special commission—created by agreement of the American Steamship Association, the licensed officers' associations, and the Shipping Board—for the purpose of revising the provisions with regard to bonus and classification of vessels. This commission made an award effective January 1, 1919, in accordance with which the coastwise and trans-Atlantic bonuses were both abolished, and a new flat rate established applicable to vessels sailing from the Atlantic and Gulf coasts in all trades alike. This rate was made equal to the former base rate plus the 25 per cent coastwise bonus, excepting that class F was abolished and the ships given the rating of class E.

The wages established under this award were, therefore, as follows:

TABLE 25.—*Wage award licensed officers (Atlantic and Gulf), issued by special commission, effective Jan. 1, 1919.*

[Classification according to power tonnage and letter.]

Rank.	Twin-screw vessels.				
	Over 15,000.	15,000 to 9,000.	9,000 to 5,500.	5,500 to 3,500.	Under 3,500
	Single-screw vessels.				
	Over 20,000.	20,000 to 12,000.	12,000 to 7,500.	7,500 to 5,000.	Under 5,000.
	A	B	C	D	E
Master	$375.00	$337.50	$325.00	$312.50	$300.00
Chief engineer	287.50	268.75	250.00	231.25	212.50
First mate and first assistant engineer	206.25	200.00	193.75	187.50	181.25
Second mate and second assistant engineer	187.50	181.25	175.00	168.75	162.50
Third mate and third assistant engineer	168.75	162.50	156.25	150.00	143.75
Fourth mate and fourth assistant engineer	150.00	143.75	.....	.....	.....
Junior engineer	125.00	.....	.....	.....	.....

In order to ascertain more precisely just what changes have taken place in licensed officers' wages since 1914, and what effects the Shipping Board's awards have had, most of the remainder of this section will be devoted to an analysis of wage rates and wage advances, as these have actually been put into effect by steamship companies. Some supplementary information will also be added with regard to union scales on the Pacific.

It is not possible to obtain a complete record for several years past of the wages paid by every steamship company. Evidence almost as satisfactory, however, has been gathered from a set of wage schedules, collected from the records of the leading steamship companies by the United States Bureau of Labor Statistics. These schedules give for each vessel the exact pay and bonus received by each member of the crew during July, 1914; July, 1915; July, 1916; and July, 1917. With the exception of a number of ships for which there are no 1914 figures, the records are practically complete for the following 113 vessels:

List of vessels the pay rolls of which have been used as the basis for Tables 26–29, 38–41.

I. VESSELS SAILING FROM NEW YORK.

TRANSATLANTIC.

International Mercantile Marine Co.—Finland, Kroonland, New York, Philadelphia, St. Paul, and St. Louis.

Luckenbach Co. (Inc.).—D. N. Luckenbach, Frederick Luckenbach, Harry Luckenbach, J. L. Luckenbach, and Pleiades.

Standard Oil Co.—Brindilla, Caloria, Communipaw, Corning, Dayton, Moreni, Muskogee, Pioneer, Platuria, and Polarine.

ATLANTIC AND GULF COASTWISE.

Southern Pacific Co.—Chalmette, Comus, Creole, El Alba, El Cid, El Dia, El Mar, El Monte, El Mundo, El Norte, El Oriente, El Paso, El Rio, El Siglo, El Sol, El Sud, El Valle, Excelsior, Proteus, and Toplia.

Munson Steamship Line.—Mundale and Munwood.

WEST INDIAN, MEXICAN, CENTRAL AND SOUTH AMERICAN.

American-Hawaiian Steamship Co.—Alaskan, American, Arizona, Californian, Hawaiian, Iowan, Kentuckian, Mexican, Minnesota, Ohioan, Oregonian, Panaman, Pennsylvanian, Texan, and Virginian.

A. H. Bull Steamship Co.—Carolyn, Dorothy, Evelyn, Hilton, Jean, Ruth, Millinocket.

New York & Porto Rico Steamship Co.—Brazos, Carolina, Coamo, Corozal, Isabela, Marian, Montoso, Ponce, San Juan, and Santurce.

Standard Oil Co.—Ardmore, Bayway, Baton Rouge, John D. Rockefeller, Matinicock, Princeton.

United Fruit Co.—Carlamares, Carrillo, Metapan, Santa Marta, Sixaola, Tivines, Zacapa.

II. VESSELS SAILING FROM SAN FRANCISCO.

Matson Navigation Co.—Enterprise, Lurline, Hyades, Manca, Matsonia, Wilhelmina.

Pacific Mail Steamship Co.—City of Para, Peru, Newport, San Juan, Pennsylvania, San Jose.

Standard Oil Co.—Capt. A. F. Lucas, El Segundo, Asuncion, George Loomis, Col. E. L. Drake, Richmond.

E. K. Wood Lumber Co.—San Jacinto, Shasta, Siskiyou, Talmalpais.

Ocean Steamship Co.—Sonoma, Ventura.

W. R. Grace & Co.—Colusa.

Tables 26 to 29 show the average monthly wages of licensed officers on the above ships for several different dates, of which the last was July, 1917. To obtain figures for 1918 and January 1, 1919, there were assigned to each Atlantic vessel the rates which it would be given under the Shipping Board awards effective May 4, 1918, and January 1, 1919; and to each Pacific vessel the rates which it would receive under the Pacific union scales then in force. In reading the tables it should be noted, therefore, that the first four lines of figures given for each officer represent the pay-roll records of the steamship companies, while the remaining line or lines represent the Atlantic Shipping Board scale, or the Pacific union scale, as the case may be. All the vessels have been arranged in groups corresponding to the power tonnage classification effective on the Atlantic at the close of 1918.

One other word of explanation must be added if the meaning of the tables is not to be misinterpreted. Owing to the fact that, during 1917, increases in wages in the Atlantic and Gulf coastwise and the West Indian, Mexican, Central and South American trades usually

took the form of bonuses, the practice has been followed in the case of these trades of always including the bonus in computing average wages. In the case of the Pacific the same rule was followed, but here the payment of bonuses was very unusual, for the reason that the base rate itself was substantially higher in 1917 than in 1916, and in 1916 than in 1915.

This policy could not, however, be followed in the case of trans-Atlantic shipping. It seems quite certain that the introduction of the 50 per cent trans-Atlantic bonus did to a considerable extent take the place of what would otherwise have been regular wage advances. But at the same time, the bonus was to a very large extent regarded as a compensation for special hazard. Because of the difficulty of determining statistically just how much should be regarded as wages, and how much was purely a risk compensation, the bonus has been omitted altogether. Table 26 is therefore in reality simply a record of the fluctuations in the trans-Atlantic base rate. To arrive at the actual earnings of trans-Atlantic officers a few dollars should be added to the rates given for 1915 and 1916, and 50 per cent (in a few cases 100 per cent) to the figures given for 1917 and 1918.

Because of these difficulties arising out of war bonus and war hazard, and because of the smaller number of ships for which records were available, especially in 1914, Tables 27 or 28 should be used wherever possible in preference to Table 26.

TABLE 26.—*Base wages licensed officers, trans-Atlantic trade, 1914–1918.*

[Twenty-one American vessels operating out of New York. The figures do not include war-zone bonuses.]

FIRST MATE.

Date.	Classification of June 14, 1918.[1]								All vessels.		
	A		C		D		E		Wages.		Per cent increase.
	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	
July, 1914	4	$127.50	1	$100.00	1	$100.00	3	$90.00	9	$108.89	*0.0*
July, 1915	6	123.33	2	107.50	10	113.50	3	110.00	21	115.24	*5.8*
July, 1916	6	145.00	2	123.94	10	122.50	3	121.67	21	128.95	*18.4*
July, 1917	6	157.50	2	140.00	10	139.50	3	135.00	21	144.05	*32.3*
May–Dec., 1918	6	165.00	2	155.00	10	150.00	3	145.00	21	154.05	*41.5*
Jan. 1, 1919	6	206.25	2	193.75	10	187.50	3	181.25	21	192.56	*76.8*
SECOND MATE.											
July, 1914	4	$85.00	1	$80.00	1	$85.00	3	$70.00	9	$79.44	*0.0*
July, 1915	6	98.33	2	90.00	10	94.00	3	91.67	21	94.52	*19.0*
July, 1916	6	116.67	2	108.63	10	109.00	3	101.67	21	110.11	*38.6*
July, 1917	6	128.33	2	125.00	10	124.50	3	115.00	21	124.28	*56.4*
May–Dec., 1918	6	150.00	2	140.00	10	135.00	3	130.00	21	139.05	*75.0*
Jan. 1, 1919	6	187.50	2	175.00	10	168.75	3	162.50	21	173.81	118.8

[1] The classification of June 14, 1918 (effective May 4), is shown on Table 24, p. 93.

TABLE 26.—*Base wages licensed officers, trans-Atlantic trade, 1914–1918*—Contd.

CHIEF ENGINEER.

Date.	Classification of June 14, 1918.[1]								All vessels.		
	A		C		D		E		Wages.		Per cent increase.
	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	
July, 1914	4	$200.00	1	$150.00	1	$160.00	3	$150.00	9	$173.33	*0.0*
July, 1915	6	191.67	2	150.00	10	160.00	3	150.00	21	166.67	[2] *—3.8*
July, 1916	6	225.00	2	179.13	10	181.50	3	163.33	21	191.11	*10.3*
July, 1917	6	225.00	2	187.50	10	195.00	3	165.00	21	198.57	*14.6*
May–Dec., 1918	6	230.00	2	200.00	10	185.00	3	170.00	21	197.14	*13.7*
Jan. 1, 1919	6	287.50	2	250.00	10	231.25	3	212.50	21	246.43	*42.2*

FIRST ASSISTANT ENGINEER.

July, 1914	4	$125.00	1	$100.00	1	$105.00	3	$90.00	9	$108.33	*0.0*
July, 1915	6	121.67	2	100.00	10	104.00	3	93.33	21	107.14	[2] *—1.1*
July, 1916	6	148.33	2	125.38	10	121.00	3	113.33	21	128.13	*18.3*
July, 1917	6	150.00	2	135.00	10	136.00	3	115.00	21	136.90	*26.4*
May–Dec., 1918	6	165.00	2	155.00	10	150.00	3	145.00	21	154.05	*42.2*
Jan. 1, 1919	6	206.25	2	193.75	10	187.50	3	181.25	21	192.56	*77.8*

SECOND ASSISTANT ENGINEER.

July, 1914	4	$80.00	1	$90.00	1	$90.00	3	$80.00	9	$82.22	*0.0*
July, 1915	6	88.33	2	90.00	10	94.00	3	83.33	21	90.47	*1.0*
July, 1916	3	133.33	2	115.13	10	108.50	3	103.33	18	112.51	*36.8*
July, 1917	6	138.33	2	125.00	10	123.00	3	105.00	21	125.00	*52.0*
May–Dec., 1918	6	150.00	2	140.00	10	135.00	3	130.00	21	139.05	*69.1*
Jan. 1, 1919	6	187.50	2	175.00	10	168.75	3	162.50	21	173.81	*111.4*

TABLE 27.—*Total compensation licensed officers, Atlantic and Gulf coastwise trade, 1914–1918.*

[Twenty-two American vessels operating out of New York. Figures include coastwise bonuses.]

FIRST MATE.

Date.	Classification of June 14, 1918.[1]								All vessels.		
	B		C		D		E		Wages.		Per cent increase.
	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	
July, 1914	1	$100.00	13	$100.77	4	$87.50	1	$90.00	19	$97.37	*0.0*
July, 1915	1	100.00	13	100.00	7	94.29	1	90.00	22	97.73	*.4*
July, 1916	1	135.00	13	125.00	7	115.00	1	110.00	22	121.59	*24.9*
July, 1917	1	150.00	13	142.31	7	135.71	1	120.00	22	139.55	*43.3*
May–Dec., 1918	1	200.00	13	193.75	7	187.50	1	181.25	22	191.48	*96.7*
Jan. 1, 1919	1	200.00	13	193.75	7	187.50	1	181.25	22	191.48	*96.7*

[1] The classification of June 14, 1918 (effective May 4), is shown on Table 24, page 93.

[2] Decrease.

TABLE 27.—*Total compensation licensed officers, Atlantic and Gulf coastwise trade, 1914–1918*—Continued.

SECOND MATE.

Date.	Classification of June 14, 1918.[1]								All vessels.		
	B		C		D		E		Wages.		Per cent increase.
	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	
July, 1914	1	$80.00	13	$80.00	4	$67.50	1	$70.00	19	$76.84	*0.0*
July, 1915	1	80.00	13	80.38	7	74.29	1	70.00	22	77.95	*1.4*
July, 1916	1	110.00	13	100.00	7	95.71	1	90.00	22	98.64	*28.4*
July, 1917	1	120.00	13	111.92	7	113.93	1	100.00	22	112.39	*46.3*
May-Dec., 1918	1	181.25	13	175.00	7	168.75	1	162.50	22	172.73	*124.8*
Jan. 1, 1919	1	181.25	13	175.00	7	168.75	1	162.50	22	172.73	*124.8*

CHIEF ENGINEER.

July, 1914	1	$175.00	13	$165.00	4	$141.25	1	$150.00	19	$159.74	*0.0*
July, 1915	1	175.00	13	165.00	7	152.14	....	.....	21	161.19	*.9*
July, 1916	1	225.00	13	186.15	7	166.43	1	165.00	22	180.68	*13.1*
July, 1917	1	281.25	13	232.69	7	208.04	1	206.25	22	225.85	*41.4*
May-Dec., 1918	1	268.75	13	250.00	7	231.25	1	212.50	22	243.18	*52.2*
Jan. 1, 1919	1	268.75	13	250.00	7	231.25	1	212.50	22	243.18	*52.2*

FIRST ASSISTANT ENGINEER.

July, 1914	1	$115.00	13	$110.00	4	$92.50	1	$100.00	19	$106.05	*0.0*
July, 1915	1	115.00	13	110.00	7	101.43	....	.....	21	107.38	*1.3*
July, 1916	1	150.00	13	132.31	7	116.43	1	115.00	22	127.27	*20.0*
July, 1917	1	187.50	13	165.38	7	145.54	1	143.75	22	159.09	*50.0*
May-Dec., 1918	1	200.00	13	193.75	7	187.50	1	181.25	22	191.48	*80.6*
Jan. 1, 1919	1	200.00	13	193.75	7	187.50	1	181.25	22	191.48	*80.6*

SECOND ASSISTANT ENGINEER.

July, 1914	1	$105.00	13	$100.00	4	$77.50	1	$90.00	19	$95.00	*0.0*
July, 1915	1	105.00	13	100.00	7	91.43	....	.....	21	97.38	*2.5*
July, 1916	1	140.00	13	122.31	7	105.00	1	105.00	22	116.82	*23.0*
July, 1917	1	175.00	13	152.88	7	133.04	1	131.25	22	146.59	*54.8*
May-Dec., 1918	1	181.25	13	175.00	7	168.75	1	162.50	22	172.73	*81.8*
Jan. 1, 1919	1	181.25	13	175.00	7	168.75	1	162.50	22	172.73	*81.8*

[1] The classification of June 14, 1918 (effective May 4), is shown on Table 24, p. 93.

TABLE 28.—*Total compensation licensed officers, West Indian, Mexican, Central and South American trade, 1914–1918.*

[Forty-five American vessels operating out of New York. The figures include coastwise bonuses.]

FIRST MATE.

Date.	Classification of June 14, 1918.[1]										All vessels.		
	B		C		D		E		F		Wages.		Per cent increase.
	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	
July, 1914	8	$100.63	17	$100.00	2	$90.00	9	$90.00	1	$90.00	37	$96.89	*0.0*
July, 1915	8	102.50	20	107.50	5	105.00	11	103.18	1	90.00	45	104.89	*8.3*
July, 1916	8	132.50	20	132.75	5	117.00	11	119.55	1	110.00	45	127.22	*31.3*
July, 1917	8	167.97	20	177.19	5	160.00	11	149.43	1	137.50	45	165.97	*71.3*
May-Dec., 1918	8	200.00	20	193.75	5	187.50	11	181.25	1	175.00	45	190.69	*96.8*
Jan. 1, 1919	8	200.00	20	193.75	5	187.50	11	181.25	1	181.25	45	190.83	*96.9*

SECOND MATE.

July, 1914	8	$81.88	17	$78.24	2	$70.00	9	$70.00	1	$70.00	37	$76.35	*0.0*
July, 1915	8	81.88	20	87.25	5	85.00	11	80.45	1	70.00	45	84.00	*10.0*
July, 1916	8	105.63	20	112.00	5	101.00	11	99.55	1	90.00	45	106.11	*39.0*
July, 1917	8	136.25	20	151.25	5	142.50	11	125.57	1	112.50	45	140.47	*84.0*
May-Dec., 1918	8	181.25	20	175.00	5	168.75	11	162.50	1	156.25	45	171.94	*125.2*
Jan. 1, 1919	8	181.25	20	175.00	5	168.75	11	162.50	1	162.50	45	172.08	*125.4*

CHIEF ENGINEER.

July, 1914	8	$175.00	17	$159.97	2	$150.00	9	$150.00	1	$135.00	37	$159.58	*0.0*
July, 1915	8	175.00	20	165.25	5	155.00	11	150.00	1	135.00	45	161.44	*1.2*
July, 1916	8	220.63	20	184.00	5	175.00	11	164.55	1	150.00	45	184.00	*15.3*
July, 1917	8	261.72	20	235.94	4	239.06	10	206.25	1	187.50	43	233.00	*46.0*
May-Dec., 1918	8	268.75	20	250.00	5	231.25	11	212.50	1	200.00	45	240.97	*51.0*
Jan. 1, 1919	8	268.75	20	250.00	5	231.25	11	212.50	1	212.50	45	241.25	*51.2*

FIRST ASSISTANT ENGINEER.

July, 1914	8	$120.63	17	$107.06	2	$100.00	9	$100.00	1	$90.00	37	$107.43	*0.0*
July, 1915	8	121.25	20	109.75	5	102.00	11	100.00	1	90.00	45	108.11	*0.6*
July, 1916	8	148.75	20	131.75	5	118.00	11	115.00	1	110.00	45	128.67	*19.8*
July, 1917	8	176.56	20	170.94	4	167.24	10	143.80	1	137.50	43	164.55	*53.2*
May-Dec., 1918	8	200.00	20	193.75	5	187.50	11	181.25	1	175.00	45	190.69	*77.5*
Jan. 1, 1919	8	200.00	20	193.75	5	187.50	11	181.25	1	181.25	45	190.83	*77.6*

SECOND ASSISTANT ENGINEER.

July, 1914	5	$105.00	17	$95.59	2	$90.00	9	$90.00	1	$80.00	34	$94.71	*0.0*
July, 1915	5	105.00	20	99.50	5	92.00	11	90.00	1	80.00	42	96.31	*1.7*
July, 1916	4	140.00	20	121.75	5	108.00	11	105.00	1	100.00	41	116.83	*23.4*
July, 1917	5	161.00	20	158.44	4	154.69	10	131.25	1	125.00	40	150.75	*59.2*
May-Dec., 1918	5	181.25	20	175.00	5	168.75	11	162.50	1	156.25	42	171.28	*80.8*
Jan. 1, 1919	5	181.25	20	175.00	5	168.75	11	162.50	1	162.50	42	171.43	*81.0*

[1] The classification of June 14, 1918 (effective May 4), is shown on Table 24, p. 93.

TABLE 29.—*Total compensation licensed officers, Pacific trade, 1914–1918.*

[Twenty-five American vessels operating out of San Francisco.]

FIRST MATE.

Date.	Atlantic classification of June 14, 1918.[1]												All vessels.		
	A		B		C		D		E		F		Wages.		Per cent increase.
	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	No.	Average wage.	
July, 1914.....	1	$125.00	3	$125.00	5	$117.00	5	$112.00	6	$106.67	5	$100.00	25	$111.40	*0.0*
July, 1915.....	1	125.00	3	125.00	5	117.00	5	116.00	6	113.33	5	100.00	25	113.80	*2.2*
July, 1916.....	1	137.00	3	130.00	5	128.00	5	135.81	6	133.06	5	122.00	25	130.18	*16.9*
July, 1917.....	1	145.00	3	140.00	5	139.40	5	142.80	6	123.75	5	129.00	25	134.54	*20.8*
Oct. 1, 1917, to Dec. 31, 1918	1	170.00	3	170.00	5	166.00	5	160.00	6	155.00	5	149.00	25	159.40	*43.1*

SECOND MATE.

July, 1914.....	1	$95.00	3	$98.33	5	$91.00	5	$89.00	6	$90.00	5	$85.00	25	$90.20	*0.0*
July, 1915.....	1	95.00	3	98.33	5	95.00	5	89.00	6	90.00	5	85.00	25	91.00	*0.9*
July, 1916.....	1	104.00	2	107.50	5	108.00	5	111.52	6	107.52	5	101.00	24	106.95	*18.6*
July, 1917.....	1	120.00	3	120.00	5	118.40	5	119.40	6	102.50	5	113.00	25	113.96	*26.3*
Oct. 1, 1917 to Dec. 31, 1918	1	145.00	3	145.00	5	141.00	5	135.00	6	132.50	5	134.00	25	137.00	*51.9*

CHIEF ENGINEER.

July, 1914.....	1	$180.00	1	$180.00	5	$173.00	5	$167.00	6	$160.83	5	$151.00	23	$164.35	*0.0*
July, 1915.....	1	180.00	1	180.00	4	172.50	5	167.00	6	160.83	5	153.00	22	164.32	[2] −0.01
July, 1916.....	1	198.00	1	180.00	4	186.50	5	191.15	6	186.25	5	163.00	22	182.37	*11.0*
July, 1917.....	1	200.00	3	195.00	5	189.60	5	193.20	6	172.17	5	164.60	25	182.20	*10.9*
Oct. 1, 1917 to Dec. 31, 1918	1	250.00	3	250.00	5	245.00	5	225.00	6	220.83	5	186.00	25	224.20	*36.4*

FIRST ASSISTANT ENGINEER.

July, 1914.....	1	$125.00	3	$125.00	5	$119.00	5	$108.00	6	$105.00	5	$108.00	25	$112.20	*0.0*
July, 1915.....	1	125.00	3	125.00	5	119.00	5	112.00	6	111.67	5	108.00	25	114.60	*2.1*
July, 1916.....	1	137.00	2	132.50	5	125.00	5	129.89	6	132.06	5	112.00	24	126.20	*12.5*
July, 1917.....	1	145.00	3	140.00	5	131.20	5	131.00	6	121.67	5	111.00	25	126.44	*12.7*
Oct. 1, 1917 to Dec. 31, 1918	1	175.00	3	175.00	5	173.00	5	165.00	6	163.33	5	139.00	25	162.60	*44.9*

SECOND ASSISTANT ENGINEER.

July, 1914.....	1	$100.00	3	$103.33	5	$103.00	5	$95.00	6	$90.83	3	$85.00	23	$95.65	*0.0*
July, 1915.....	1	100.00	3	103.33	5	103.00	5	95.00	6	90.83	3	85.00	23	95.65	*0.0*
July, 1916.....	1	110.00	2	117.50	5	112.00	5	111.52	6	108.35	3	101.67	22	109.90	*14.9*
July, 1917.....	1	135.00	3	128.33	5	119.00	5	117.00	6	108.33	5	101.00	25	114.20	*19.4*
Oct. 1, 1917, to Dec. 31, 1918	1	150.00	3	150.00	5	148.00	5	140.00	6	139.17	5	126.00	25	140.20	*46.6*

[1] The Atlantic classification of June 14, 1918 (effective May 4), is shown on Table 24, p. 93. It is followed in this table for comparative purposes only, as it has not—up to the present date—been applied to the Pacific.

[2] Decrease.

Of the last table, it has been explained that the 1918 and 1919 figures were based on the Pacific union scales. In order that a more complete comparison may be made between the wage situation on the Atlantic and Pacific coasts, the latest scales published by the Pacific licensed officers' associations are presented below.

TABLE 30.—*Wage Scale Masters, Mates, and Pilots' Association of the Pacific, Oct. 1, 1917.*

[Classification according to power tonnage and letter.]

Rank.	Over 20,000. A	20,000 to 10,000. B	10,000 to 7,500. C	7,500 to 5,000. D	5,000 to 2,500. E	2,500 to 1,500. F	Under 1,500. G
Master (passenger ships)	$350.00	$325.00	$300.00	$285.00	$275.00	$250.00	$235.00
Master (freight ships)	325.00	300.00	285.00	275.00	260.00	.....	.....
First mate	175.00	170.00	165.00	160.00	155.00	145.00	[1] 150.00
Second mate	150.00	145.00	140.00	135.00	132.50	130.00	[1] 135.00
Third mate	130.00	127.50	125.00	122.50	120.00	117.50	115.00
Fourth mate	120.00	117.50	115.00	112.50	.....	.....	.....

[1] When carrying only two mates. When carrying three mates, first mate is paid $135 and second mate $122.50.

Under the Pacific wage scales issued by the Marine Engineers' Beneficial Association, vessels are divided into two classes, steamships and steam schooners.

The August 15, 1914, Marine Engineers' Beneficial Association scale for steamships does not follow a power-ton classification. The vessels are, however, listed by groups, and, although there is considerable overlapping, they conform approximately to the power-ton classification given below.

TABLE 31.—*Wage scale Marine Engineers' Beneficial Association, Pacific steamers, Aug. 15, 1917.*

[Classification according to power tonnage and letter.]

Rank.	Over 20,000. (a)	20,000 to 8,000. (b)	8,000 to 4,000. (c)	4,000 to 2,000. (d)	2,000 to 1,000. (e)	Under 1,000. (f)
Chief engineer	$275	$250	$225	$200	$190	$180
First assistant engineer	185	175	165	155	145	140
Second assistant engineer	155	150	140	135	130	130
Third assistant engineer	135	130	125	120	.....	.....
Fourth assistant engineer	105	.....	.....	.....	.....	.....
Junior engineer	100	100	.....	.....	.....	.....

The steam schooners were originally sailing vessels with auxiliary engines. The sails, however, have dwindled and the engines grown until the ships are now in fact steamers. The name steam schooner, however, still persists, and so does the special wage classification.

The Pacific steam schooners listed in the Marine Engineers' Beneficial Association scale of October 1, 1917, conform rather closely to the following power-tonnage classification:

TABLE 32.—*Wage scale Marine Engineers' Beneficial Association, Pacific steam schooners, Oct. 1, 1917.*

[Classification according to power tonnage and letter. Wages vary also according to trade.]

Rank.	Over 2,000. (a)	2,000 to 1,200. (b)	1,200 to 800. (c)	Under 800. (d)
Chief engineer	$200.00	$187.50 to $190.00	$180.00 to $182.50	$170.00 to $172.50
First assistant engineer	155.00	132.50 to 145.00	130.00 to 147.50	130.00 to 147.50
Second assistant engineer	132.50	122.50 to 130.00	120.00	120.00
Third assistant engineer	120.00			

Owing to the complexity of the various licensed officers' classifications, it is difficult to make fruitful comparisons between the wage scales effective on different coasts, and also between those effective on the same coast at different times. Charts 1 to 4 have, therefore, been prepared so as to show in graphic form the wages accorded by union and Shipping Board scales and those paid by steamship companies for ships of any given size in any recent year.

On the Atlantic coastwise charts both the wage scales and the wage averages include West Indian, Mexican, South and Central American as well as domestic coastwise shipping. The averages are therefore slightly different from any shown in the tables, being based on an amalgamation of what are in the tables two distinct classes. On the Pacific charts both the 1917 union scales and those for earlier years are plotted. This involves no great difficulty in the case of the scales of the Masters, Mates, and Pilots' Association, except that separate lines have had to be drawn for cargo and passenger ships. In the case of the Marine Engineers' Beneficial Association scales, however, each vessel was listed by itself in the earlier years, and this made the plotting difficult. To develop what classes were really adhered to prior to 1917 it was necessary to throw all 1916 and 1913 vessels into the groups in which they were placed in 1917, and then find for each group the percentage that was assigned each given wage. The line for each class in 1916 and 1913 is broken into as many steps as there were wage rates announced for the members of that group in the respective years, and the length of each step is made to correspond to the percentage of vessels found to have been assigned that rate.

The resulting charts show that prior to 1917 the Pacific engineers had no broad wage classes, but that each small group of vessels was given its own rate, roughly proportionate in most cases to the power tonnage of the vessels, though figured originally on a different basis.

CHART 1.

FIRST MATE: ATLANTIC COASTWISE, WEST INDIAN, SOUTH AND CENTRAL AMERICAN TRADE.

COMPARISON OF UNION WAGE SCALE, 1916, AND SHIPPING BOARD SCALE, 1918, WITH WAGES ACTUALLY PAID JULY, 1914, 1915, 1916 AND 1917, ON AMERICAN VESSELS OPERATING OUT OF NEW YORK.

Size of vessels in power tons.

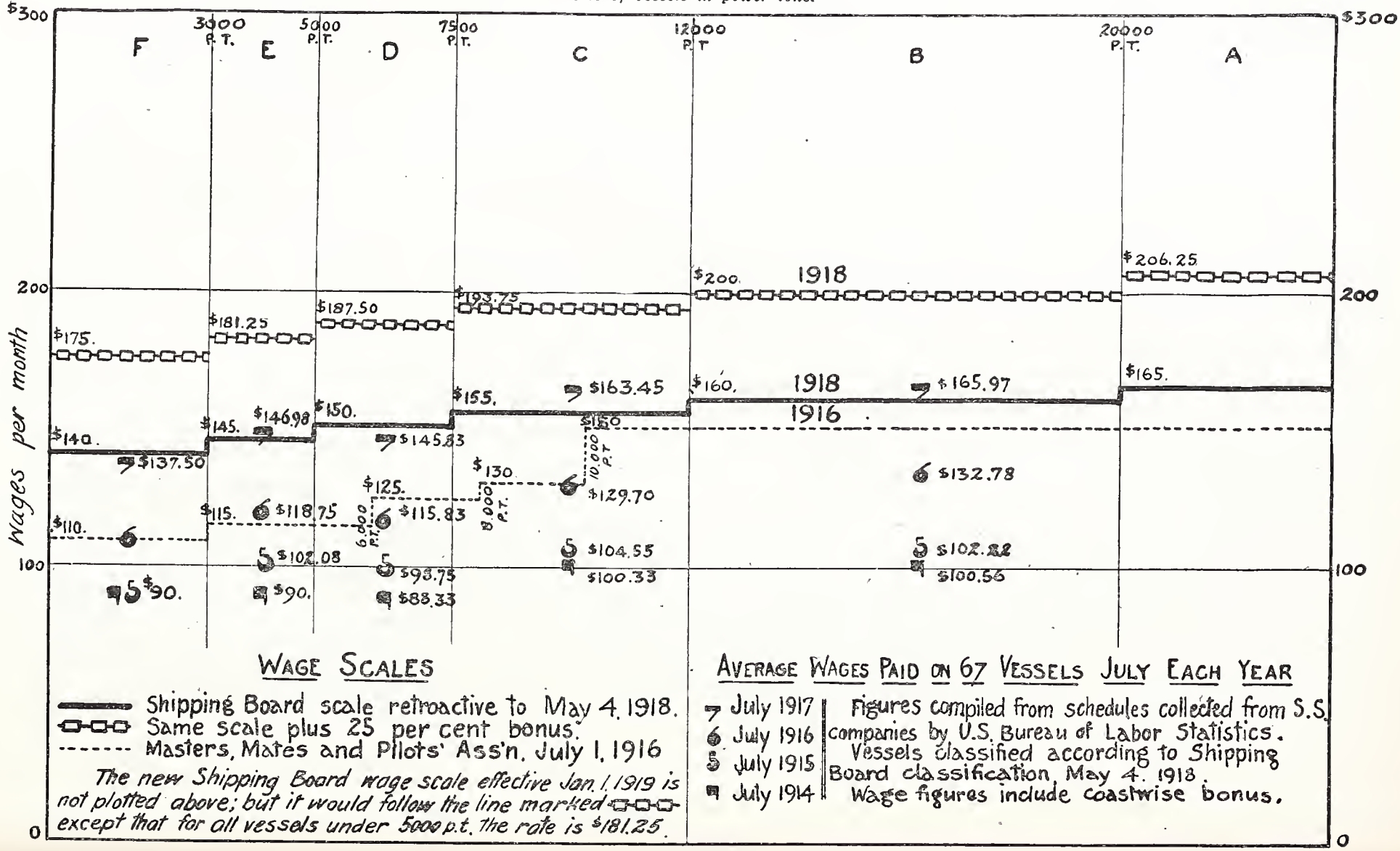


CHART 2.

FIRST ASSISTANT ENGINEER: ATLANTIC COASTWISE, WEST INDIAN, SOUTH AND CENTRAL AMERICAN TRADE.

COMPARISON OF UNION WAGE SCALES, 1907 AND 1916, AND SHIPPING BOARD SCALE, 1918, WITH WAGES ACTUALLY PAID JULY, 1914, 1915, 1916, AND 1917, ON AMERICAN VESSELS OPERATING OUT OF NEW YORK.

Size of vessels in power tons.

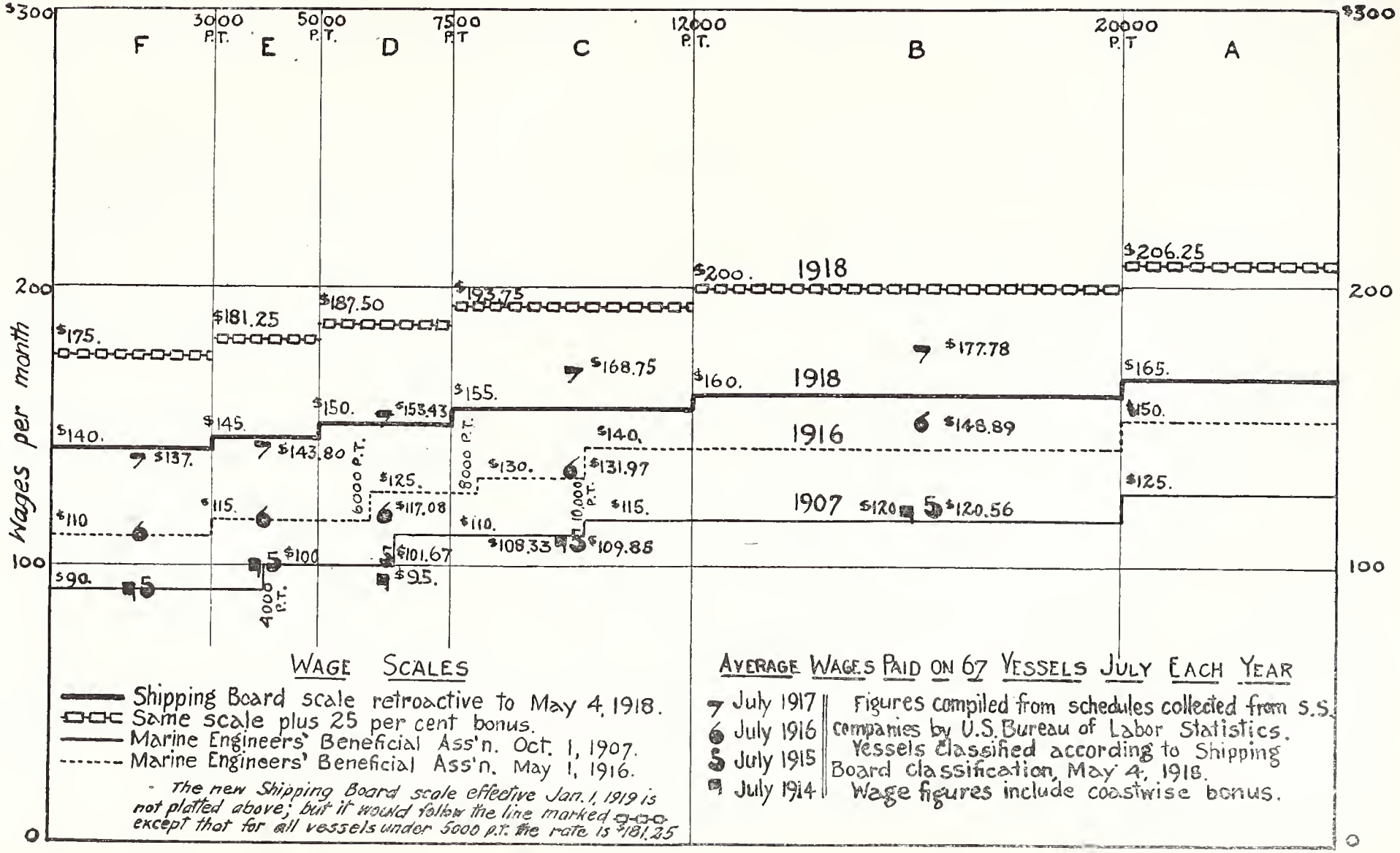


CHART 3.

FIRST MATE: PACIFIC.

COMPARISON OF UNION WAGE SCALES, JULY, 1916, AND OCTOBER, 1917, WITH WAGES ACTUALLY PAID JULY, 1914, 1915, 1916, AND 1917, ON AMERICAN VESSELS OPERATING OUT OF SAN FRANCISCO.

Size of vessels in power tons.

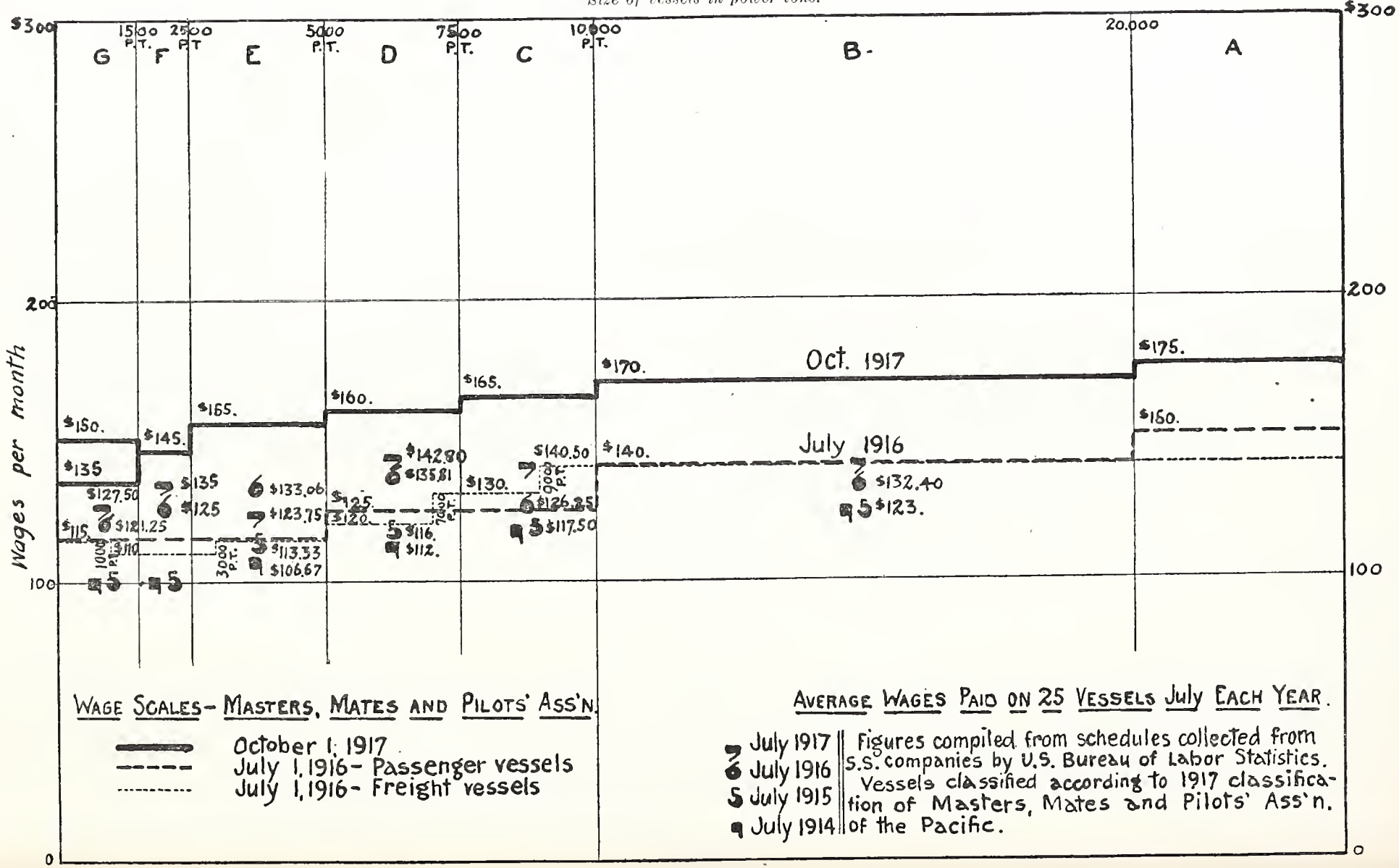
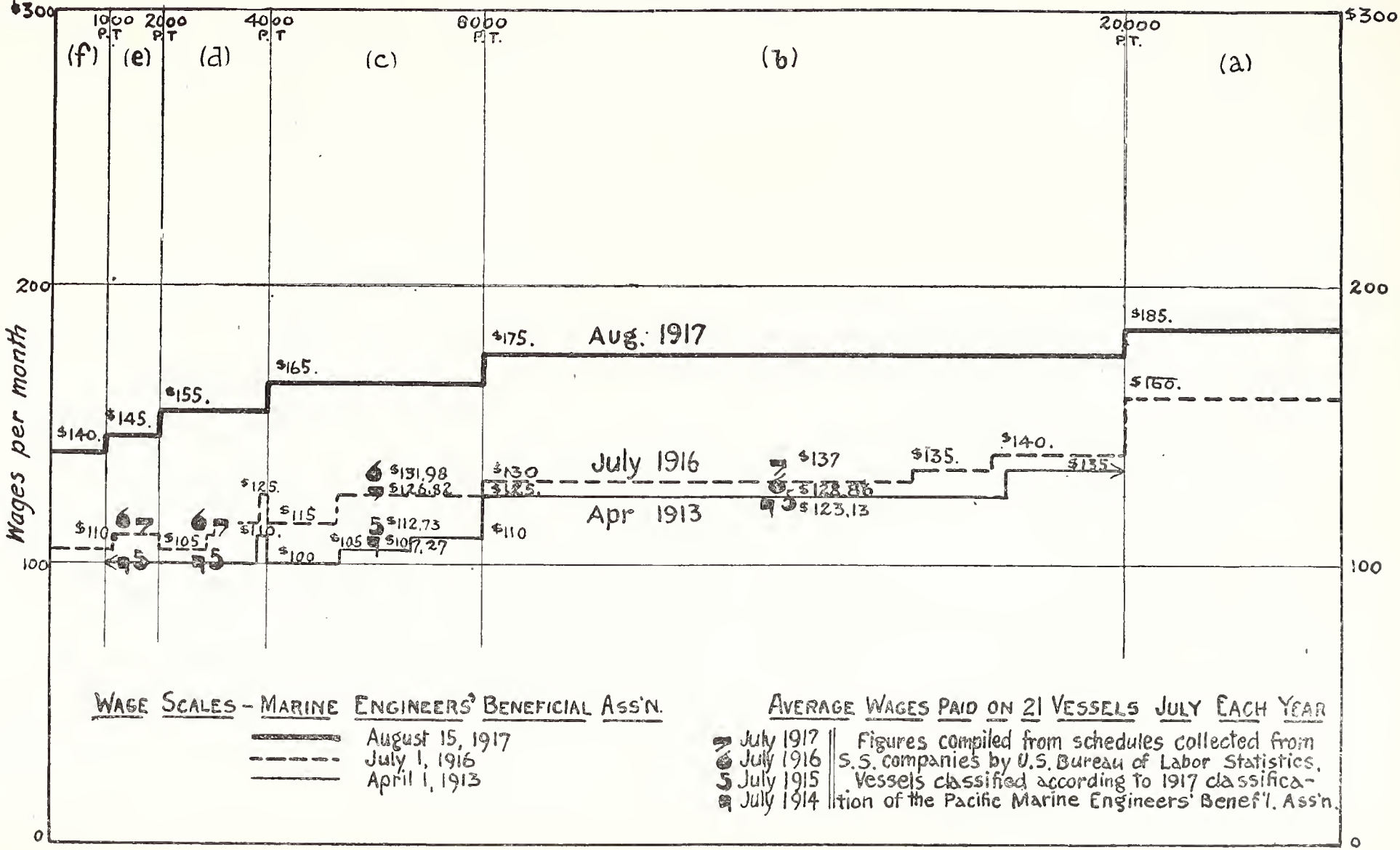


CHART 4.

FIRST ASSISTANT ENGINEER: PACIFIC.

COMPARISON OF UNION WAGE SCALES APRIL, 1913, JULY, 1916, AND AUGUST, 1917, WITH WAGES ACTUALLY PAID JULY, 1914, 1915, 1916, AND 1917, ON AMERICAN VESSELS OPERATING OUT OF SAN FRANCISCO.

Size of vessels in power tons.



b. CREW: DECK AND ENGINE DEPARTMENTS.

The union wage scales for the Atlantic and Pacific coasts from 1914 to the present time have been as given below. These are base rates, and do not include a trans-Atlantic bonus of from about $10 to 50 per cent, which started about 1915.

TABLE 33.—*Union wage scales, able seamen and firemen, 1914–1918.*

ABLE SEAMEN.

Atlantic and Gulf.			Pacific.		
From—	To—	Wages.	From—	To—	Wages.
Before 1914	Apr. 15, 1916	$30	Before 1914	May 1, 1916	[1] $40 [2] 50
Apr. 15, 1916	Apr. 1, 1917	45			
Apr. 1, 1917	May 4, 1918	60	May 1, 1916	May 1, 1917	55
May 4, 1918	Jan. 1, 1919	75	May 1, 1917	Mar. 1, 1918	60
			Mar. 1, 1918	Jan. 1, 1919	75

FIREMEN.

Before 1914	Apr. 15, 1916	$40	Before 1914	May 15, 1917	$55
Apr. 15, 1916	Apr. 1, 1917	50			
Apr. 1, 1917	May 4, 1918	60	May 15, 1917	Mar. 1, 1918	60
May 4, 1918	Jan. 1, 1919	75	Mar. 1, 1918	Jan. 1, 1919	75

[1] Off-shore wages. [2] Coastwise wages.

The first wage agreement entered into by the Government was that contained in the Atlantic Agreement, which was originally drafted in May, 1917, but not ratified until August of the same year. To the figures given below a bonus of 50 per cent was added on vessels going into the war zone:

TABLE 34.—*Atlantic Agreement wage scale for seamen, ratified August, 1917.*

Rating.	Wages.
DECK CREW.	
Carpenter	$75
Boatswain	70
Sailors	60
ENGINE CREW.	
Oilers and water-tenders	65
Firemen	60
Coal passers	50

On May 18, 1918, the United States Shipping Board issued the following scale of wages effective for the Atlantic and Gulf coasts as of May 4, 1918:

TABLE 35.—*Seamen's wage award (Atlantic and Gulf), effective May 4, 1918.*

Rating.	Wages.
DECK CREW.	
Carpenter	$90.00
Carpenter's mate	85.00
Boatswain	85.00
Boatswain's mate	80.00
Quartermaster	77.50
Able seamen	75.00
Ordinary seamen	55.00
Boys	40.00
ENGINE CREW.	
Engine-room storekeeper	80.00
Oilers and water tenders	80.00
Firemen	75.00
Wipers	65.00
Coal passers	65.00

On June 21, 1918, a supplemental wage scale was issued, also limited to the Atlantic and Gulf coasts and effective as of May 4.

TABLE 36.—*Supplemental wage award, deck department (Atlantic and Gulf), effective May 4, 1918.*

Rating.	Wages.
Refrigerating engineers	$95
Electricians	95
Deck engineers	85
Pumpmen	85

In issuing these awards the Shipping Board continued the 50 per cent bonus paid crews going into the war zone. But no other bonuses were authorized; and the war-zone bonus was itself abolished by resolution of the Shipping Board effective December 22, 1918. With the exception of this modification, the Shipping Board scale of May 4 was still in force on January 1, 1919. The board has fixed no wage rates for the Pacific coast, but has paid on its own vessels the standard Pacific rates.

An idea as to what American wage rates have actually been effective during the period of the war may be obtained from Table 37, which shows the predominant rates paid on ships operated out of

New York and San Francisco from 1914 to 1918, according to reports furnished by the shipping commissioners to the United States Commissioner of Navigation. Although the predominant rate for the fiscal year ending June 30, 1918, is correctly given for the Atlantic coast as $60, it should be noted that the new Shipping Board rate of $75 was announced May 18, 1918, and went into effect retroactive to May 4.

TABLE 37.—*Predominant wages paid able seamen and firemen, 1914–1918.*

ABLE SEAMEN.

Fiscal year ending—	Sailing from New York.				Sailing from San Francisco.		
	Trans-Atlantic.	Atlantic and Gulf coastwise.	To West Indies and Gulf of Mexico.	To South America.	Trans-Pacific.	Pacific-Atlantic coastwise.	Pacific coastwise.
June 30, 1914	$27.50	$30.00	$30.00	$27.50	$40.00	$31.00	$47.10
June 30, 1915	27.50	30.00	30.00	27.50	38.43	32.38	47.53
June 30, 1916	35.00	35.00	35.00	35.00	41.88	36.86	50.45
June 30, 1917	45.00	45.00	45.00	45.00	55.20	56.15	55.53
June 30, 1918	60.00	60.00	60.00	60.00	65.00	65.14	66.00

FIREMEN.

June 30, 1914	$40.00	$40.00	$40.00	$40.00	$55.00	$38.00	$54.91
June 30, 1915	40.00	40.00	40.00	40.00	53.33	43.35	54.82
June 30, 1916	40.00	40.00	40.00	40.00	52.35	43.84	54.50
June 30, 1917	50.00	50.00	50.00	.....	55.30	55.67	55.61
June 30, 1918	60.00	60.00	60.00	60.00	65.00	65.14	66.00

More precise information with regard to the wages of American seamen may, however, be abstracted from the schedules already referred to, collected in New York and San Francisco by the United States Bureau of Labor Statistics. A total of 88 vessels operated out of New York have been classified into trans-Atlantic, Atlantic and Gulf coastwise, and West Indian, Mexican, Central and South American. Of the 25 vessels which are grouped together as operated out of San Francisco, 8 ran trans-Pacific to Hawaii and Australia, 7 were in the Pacific-Atlantic coastwise trade, 2 were steam schooners in the United States coastwise trade, and 8 were tankers or other vessels in general Pacific service. Tables 38–41 have been so constructed as to show for 1914–1917 the actual number of seamen and firemen receiving any given rate of pay in each of the four main groups of vessels, as well as the number and the average wage for each class as a whole. In order to bring the tables down to date, there have been added for

1918 the standard wage scales enforced by the Shipping Board on the Atlantic, and promulgated by the seamen's union for the Pacific.

The figures for trans-Atlantic vessels do not include the 50 per cent war bonus, which was universal during 1917, and until December 22, 1918, or the smaller war bonus paid in 1916. For this reason, and because of the larger number of vessels engaged in the coastwise and West Indian, Mexican, Central and South American trades, the figures for the latter are for most purposes more satisfactory.

TABLE 38.—*Base wages, able seamen and firemen, trans-Atlantic trade, 1914–1918.*

[For 1914, statistics cover 9 vessels; for other years, 21 vessels. The figures do not include war-zone bonuses.]

ABLE SEAMEN.

	Wages paid by steamship companies.								United States Shipping Board wage scale, May–Dec., 1918.
	July, 1914.		July, 1915.		July, 1916.		July, 1917.		
	No.	Wage.	No.	Wage.	No.	Wage.	No.	Wage.	
Number of men and actual wage.	6	$35.00	90	$30.00	2	$50.00	184	$60.00	$75.00
	24	30.00	128	27.50	174	45.00	2	55.00	.....
	88	27.50	8	25.00	28	35.00	6	45.00	.....
	.....	.....	.....	.....	9	30.00	3	30.00	.....
Total men	118	.....	226	.....	213	.....	195	.....	.....
Average wage	.....	28.39	.....	28.41	.....	43.10	.....	59.04	75.00
Per cent increase during period	.....	*0.0*	.....	*0.07*	.....	*51.8*	.....	*108.0*	*164.2*

FIREMEN.

Number of men and actual wage.	278	$40.00	363	$40.00	350	$50.00	63	$65.00	$75.00
	24	35.00	23	35.00	22	45.00	332	60.00	.....
	.....	.....	38	30.00	50	40.00	9	50.00	.....
	.....	.....	.....	.....	3	35.00	.....	.....	.....
Total men	302	.....	424	.....	425	.....	404	.....	.....
Average wage	.....	39.60	.....	38.83	.....	48.46	.....	60.56	75.00
Per cent increase during period	.....	*0.0*	.....	*1.9*	.....	*22.4*	.....	*52.9*	*89.4*

TABLE 39.—*Total compensation able seamen and firemen, Atlantic and Gulf coastwise trade, 1914–1918.*

[For 1914, statistics cover 19 vessels; for other years, 22 vessels, excepting that there are no figures for firemen on one vessel in 1915.]

ABLE SEAMEN.

	Wages paid by steamship companies.								U. S. Shipping Board wage scale, May–Dec. 1918.
	July, 1914.		July, 1915.		July, 1916.		July, 1917.		
	No.	Wage.	No.	Wage.	No.	Wage.	No.	Wage.	
Number of men and actual wages.	16	$35.00	15	$35.00	189	$45.00	183	$60.00	$75.00
	153	30.00	181	30.00	12	40.00	8	56.25	.....
	5	26.73	.....	.....	.....	.....	.....	.....	.....
Total men	174	.....	196	.....	201	.....	191	.....	.....
Average wage	.....	30.37	.....	30.38	.....	44.70	.....	59.84	75.00
Per cent increase during period	.....	*0.0*	.....	*0.03*	.....	*47.2*	.....	*97.0*	*147.0*

FIREMEN.

Number of men and actual wages.	13	$50.00	14	$50.00	225	$50.00	9	$62.50	$75.00
	170	40.00	205	40.00	18	45.00	212	60.00	.....
	11	35.00	.....	.....	.....	.....	.....	.....	.....
	9	26.73	.....	.....	.....	.....	.....	.....	.....
Total men	203	.....	219	.....	243	.....	221	.....	.....
Average wage	.....	39.78	.....	40.64	.....	49.63	.....	60.10	75.00
Per cent increase during period	.....	*0.0*	.....	*2.2*	.....	*24.8*	.....	*51.1*	*88.5*

TABLE 40.—*Total compensation able seamen and firemen, West Indian, Mexican, Central and South American trade, 1914–1918.*

[For 1914, statistics cover 37 vessels; for other years 45 vessels, except that there are no figures for firemen on 1 vessel in 1917.]

ABLE SEAMEN.

	Wages paid by steamship companies.								U. S. Shipping Board wage scale, May–Dec. 1918.
	July, 1914.		July, 1915.		July, 1916.		July, 1917.		
	No.	Wage.	No.	Wage.	No.	Wage.	No.	Wage.	
Number of men and actual wage	29	$35.00	9	$35.00	16	$60.00	6	$65.00	$75.00
	251	30.00	332	30.00	148	45.00	140	60.00	.....
	.....	.....	.....	.....	9	42.50	69	56.25	.....
	.....	.....	.....	.....	141	40.00	105	50.00	.....
	.....	.....	.....	.....	8	37.50	.....	.....	.....
Total men	280	.....	341	.....	322	.....	320	.....	.....
Average wage	.....	30.52	.....	30.13	.....	43.30	.....	56.00	75.00
Per cent increase during period	.....	*0.0*	.....	[1]*1.3*	.....	*41.9*	.....	*83.5*	*145.7*

FIREMEN.

Number of men and actual wage	14	$50.00	252	$40.00	.....	.....	31	$65.00	$75.00
	192	40.00	50	35.00	6	$60.00	124	62.50	.....
	42	35.00	.....	.....	228	50.00	103	60.00	.....
	9	30.00	.....	.....	56	45.00	35	56.25	.....
	.....	.....	.....	.....	.....	.....	1	45.00	.....
Total men	257	.....	302	.....	290	.....	294	.....	.....
Average wage	.....	39.38	.....	39.17	.....	49.24	.....	61.08	75.00
Per cent increase during period	.....	*0.0*	.....	[1]*0.5*	.....	*25.0*	.....	*55.1*	*90.5*

[1] Decrease.

TABLE 41.—*Total compensation able seamen and firemen, Pacific trade, 1914–1918.*

[For 1916, statistics cover 24 vessels; for other years, 25 vessels.]

ABLE SEAMEN.

	Wages paid by steamship companies.								Union wage scale Mar.-Dec., 1918.
	July, 1914.		July, 1915.		July, 1916.		July, 1917.		
	No.	Wage.	No.	Wage.	No.	Wage.	No.	Wage.	
Number of men and actual wage	80	$50.00	79	$50.00	20	$67.00	159	$60.00	$75.00
	47	45.00	45	45.00	8	66.67	44	55.00	.....
	24	40.00	24	40.00	8	66.33	.....	.....	.....
	75	30.00	76	30.00	8	66.00	.....	.....	.....
	.....	.....	.....	.....	8	65.17	.....	.....	.....
	.....	.....	.....	.....	140	55.00	.....	.....	.....
Total men	226	.....	224	.....	192	.....	203	.....	.....
Average wage	.....	41.26	.....	41.14	.....	58.09	.....	58.92	75.00
Per cent increase during period	.....	*0.0*	.....	*0.3*	.....	*40.8*	.....	*42.8*	*81.8*

FIREMEN.

Number of men and actual wage	75	$55.00	79	$55.00	9	$67.00	3	$65.00	$75.00
	34	44.00	33	45.00	8	66.67	86	60.00	.....
	.....	.....	.....	.....	3	66.33	38	55.00	.....
	.....	.....	.....	.....	3	66.00	.....	.....	.....
	.....	.....	.....	.....	6	65.17	.....	.....	.....
	.....	.....	.....	.....	3	65.00	.....	.....	.....
	.....	.....	.....	.....	75	55.00	.....	.....	.....
Total men	109	.....	112	.....	107	.....	127	.....	.....
Average wage	.....	51.88	.....	52.05	.....	58.36	.....	58.62	75.00
Per cent increase during period	.....	*0.0*	.....	*0.3*	.....	*12.5*	.....	*13.0*	*44.6*

The course of wages between 1914 and 1918 is shown more clearly on the accompanying charts, which have been drawn up so as to show graphically the average wages paid seamen and firemen in July of each year on the vessels for which wage statistics have been presented. On these same charts there are also shown the fluctuations in the union wage scales between 1914 and 1918. The figures for the Atlantic and Gulf include both coastwise and trans-Atlantic trade. War bonuses, however, have been excluded from the trans-Atlantic figures.

CHART 5.

ABLE SEAMEN AND FIREMEN: ATLANTIC AND GULF.

COMPARISON OF UNION WAGE SCALES WITH AVERAGE WAGES ACTUALLY PAID JULY, 1914, 1915, 1916, AND 1917, ON AMERICAN VESSELS OPERATING OUT OF NEW YORK.

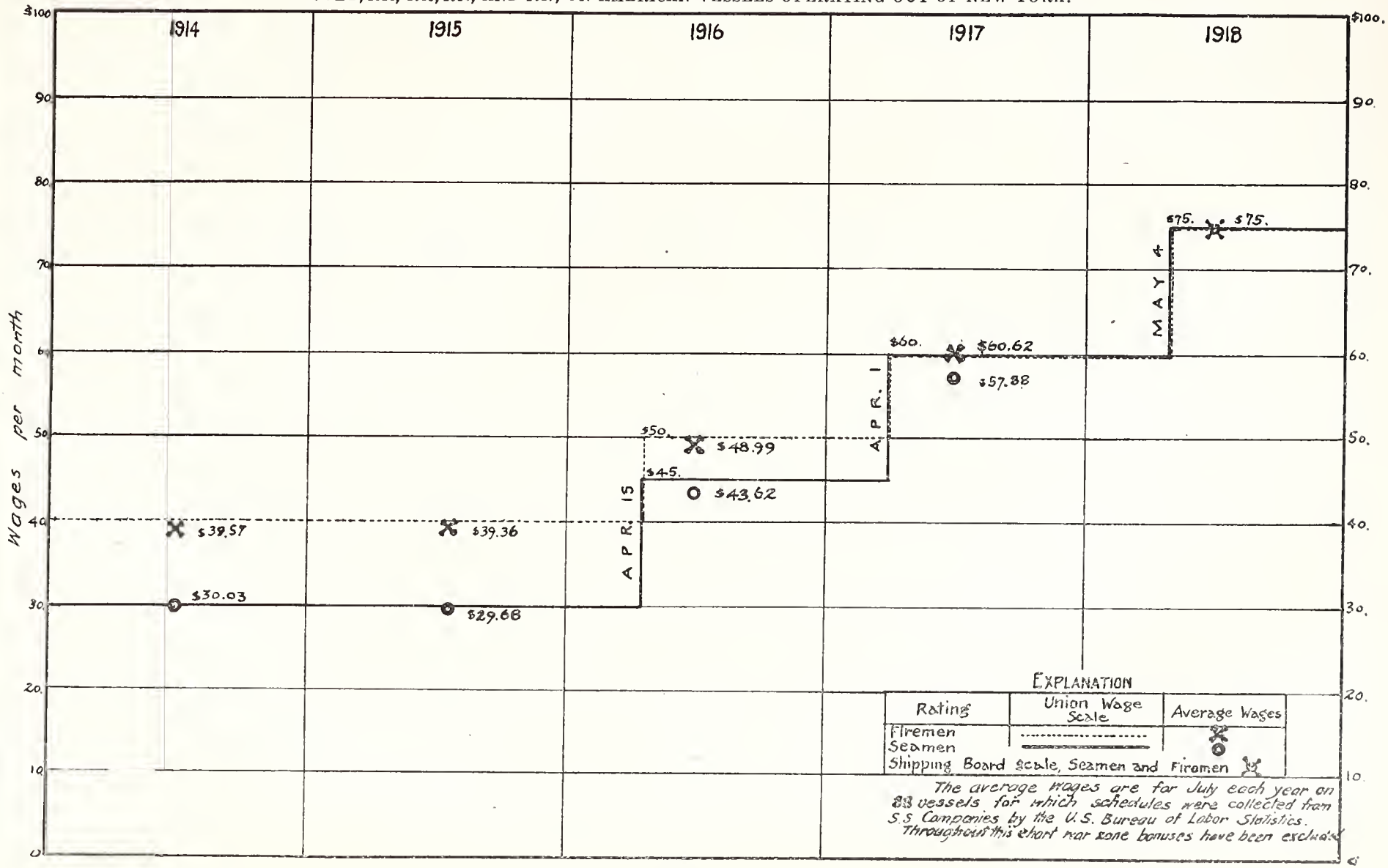
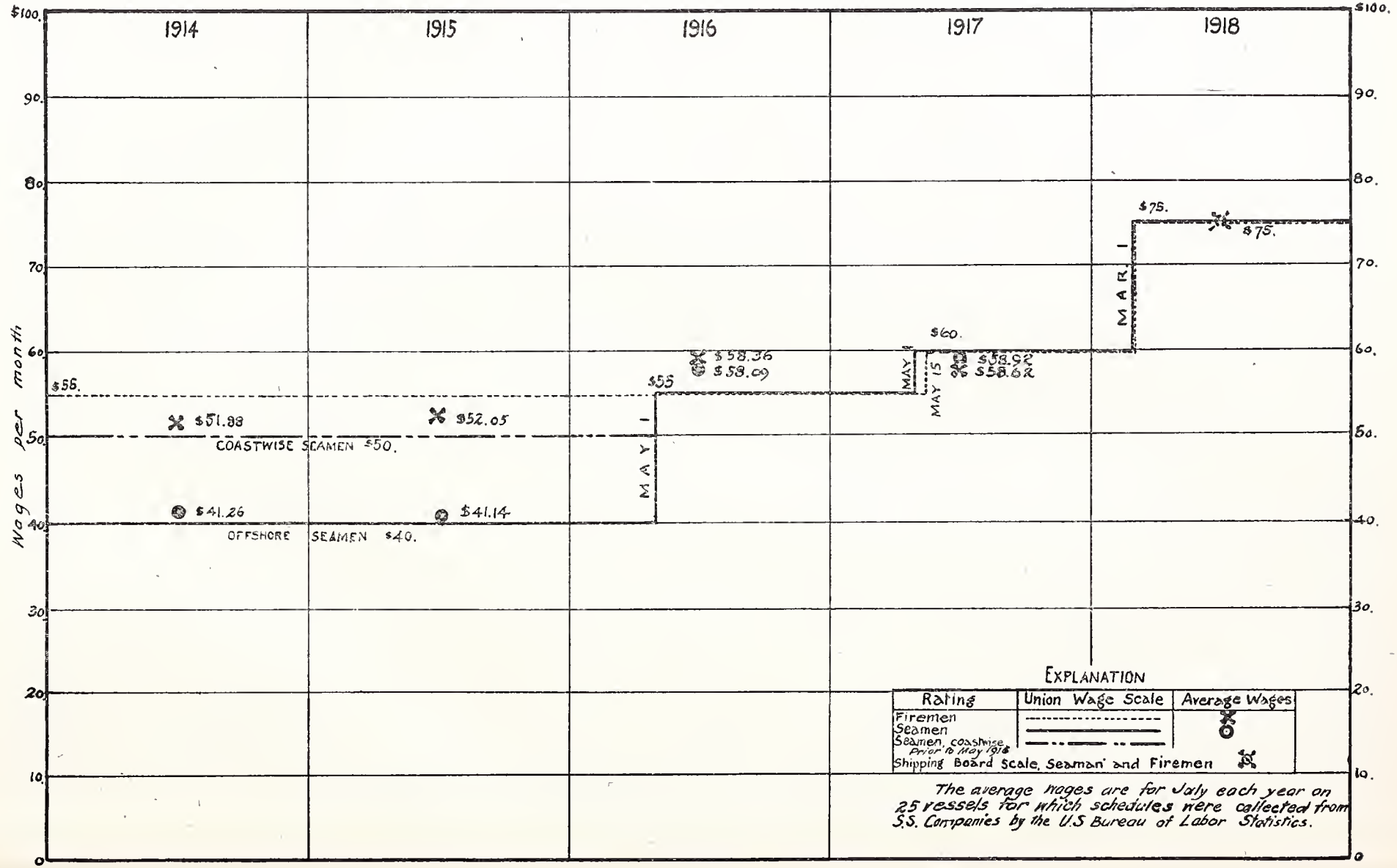


CHART 6.

ABLE SEAMEN AND FIREMEN: PACIFIC.

COMPARISON OF UNION WAGE SCALES WITH AVERAGE WAGES ACTUALLY PAID JULY, 1914, 1915, 1916, AND 1917, ON AMERICAN VESSELS OPERATING OUT OF SAN FRANCISCO.



c. STEWARDS' DEPARTMENT.

As compared with the other departments of a ship, the stewards' department is still unstandardized, both as to the character of the work and as to the wages paid. In making an award for the Atlantic and Gulf coasts covering this department the Shipping Board, therefore, did not go so far as to fix definite wage rates. It simply provided that existing classifications and differentials should for the time being remain unaltered, but that all members of the department should receive the following wage increases, effective as of May 4, 1918. Simultaneously with the announcement of this award the Shipping Board issued in slightly revised form the classification which it had itself been following in the matter of its own vessels.

TABLE 42.—*Wage increases granted stewards' department by United States Shipping Board award, effective May 4, 1918.*

Rating.	Wage increase.
Chief stewards	$20
Chief cooks	20
All others	15

As a result of the above award, and the special ruling with regard to the classification of Shipping Board vessels, the Division of Operations of the Shipping Board was, on December 30, 1918, paying the following stewards' wage scale:

TABLE 43.—*Wages paid stewards' department by Division of Operations, United States Shipping Board, Dec. 30, 1918.*

Position.	Vessels classified according to type, trade, and crew complement.				
	Passenger.			Freight.	
	Overseas, over 150.	Overseas and coastwise, 150 to 100.[1]	Coastwise, under 100.	Foreign trade.	Atlantic and Gulf trade.
	I	II	III		IV
Chief steward	$145	$130	$120		$100
Second steward	85	85	[2] 90		.....
Chief cook	120	110	100		95
Second cook	90	90	75		75
Third cook	80	60	60		60
Steam cook	75	75	.....		.....
Vegetable cook	65	.....	.....		.....
Cook's mate	60	60	.....		.....
Baker	105	95	95		.....
Second baker	75	.....	.....		.....
Butcher	85	85	85		.....
Second butcher	75	.....	.....		.....
Storekeeper	75	.....	.....		.....
Doctor	125	100	.....		.....

[1] This class also includes horse transports.

[2] Second cook and baker.

TABLE 43.—*Wages paid stewards' department by Division of Operations, United States Shipping Board, Dec. 30, 1918*—Continued.

Position.	Flat rates paid without regard to class of vessel.
Captain's clerk	$75
Pantryman	60
Scullion	65
End man	60
Messman	60
Cadet messman	45
Mess boys	55

d. RADIO OPERATORS.

Effective January 1, 1919, the special commission already referred to announced the following wage scale for wireless operators on vessels sailing from Atlantic and Gulf ports.

TABLE 44.—*Wage award, radio operators (Atlantic and Gulf), issued by special commission, effective Jan. 1, 1919.*

Rating.	Wages.
Chief operator	$110
Assistant operator	85

The two most important wage scales previously in force had been those of the Marconi Wireless Telegraph Co. and the Tropical Radio Telegraph Co.

The Marconi Wireless Telegraph Co. adopted a scale June 1, 1917, which was in force until December 31, 1918. Operators started in at $40 per month and received advances of $10 each six months until a maximum of $80 was reached. In the trans-Atlantic trades the usual 50 per cent bonus was paid; and on most of the coastwise lines a war bonus of 25 per cent had come to be added to the scale just given.

The Tropical Radio Co. had been operating under a wage scale which started at $50 and ran up in the case of chief operators of experience to $100. This company had likewise been paying a 25 per cent coastwise bonus in addition to these rates.

2. VESSELS OPERATED ON THE GREAT LAKES.

a. LICENSED OFFICERS.

The Shipping Board has made no award covering the wages of licensed officers on the Great Lakes. It did, however, set the following wages for mates employed by the Hall Coal Corporation on four wooden vessels of about 1,500 gross tons operating between Lake Ontario and St. Lawrence River points.

TABLE 45.—*Wage award mates of Hall Coal Corporation, issued by United States Shipping Board for season of 1918.*

Rank.	Wages.
First mate	$170
Second mate	150

The following wage scale was announced by the Lake Carriers' Association at the opening of the season of 1918:

TABLE 46.—*Wage scale licensed officers, Lake Carriers' Association, announced at opening of 1918 season.*

Rank.	Vessels classified by length of keel and letter.										Package freight over 1,800 tons, wages per month.	Wooden vessels over 1,200 tons, wages per month.
	A Over 580 feet.		B 580 to 500 feet.		C 500 to 400 feet.		D 400 to 300 feet.		E Under 300 feet.			
	Wages per season.	Mos. in season.	Wages per season.	Mos. in season.	Wages per season.	Mos. in season.	Wages per season.	Mos. in season.	Over 2,100 tons, wages per m'th	Under 2,100 tons, wages per month.		
First mate	$2,150	11	$2,150	11	$1,955	10	$1,760	9	(1)	(1)	$196	$167
Second mate	1,495	10	1,495	10	1,495	10	$150 per mo.		(2)	(2)	150	138
Chief engineer	3,036	12	3,036	12	2,783	11	2,530	10	$236	$213	236	213
First assistant engineer	2,150	11	2,150	11	1,955	10	1,760	9	196	167	173	155
Second assistant engineer	1,495	10	1,495	10	1,495	10	.....	.....	.....	.....	.....	.....
Third assistant engineer	When carried $120 per month.						.....	.....	.....	.....	.....	.....

[1] First mates previously paid $170 per month were advanced to $196; those paid $145 per month were advanced to $167.
[2] Second mates previously paid $130 per month were advanced to $150; those paid $120 per month were advanced to $138.

Later in the season the above scale was supplemented by the addition of the following bonuses:

TABLE 47.—*Bonuses paid licensed officers Lake Carriers' Association in addition to scale announced at opening of 1918 season.*

[The amounts are for the season.]

Rank.	Lake Carriers' Association classification.				
	A	B	C	D	E
Master	$800	$800	$700	$600	$500
First mate	250	250	200	200	.....
Second mate	150	150	150	150	.....
Chief engineer	500	500	400	300	.....
First assistant engineer	250	250	200	200	.....
Second assistant engineer	150	150	.....	.....	.....

NOTE.—All officers not enumerated received one month's pay.

b. UNLICENSED CREW.

On October 1, 1917, the Shipping Board issued the following wage scale for members of the deck and engine departments on vessels operated on the Great Lakes:

TABLE 48.—*Wage award, deck and engine crew, Great Lakes, issued by the United States Shipping Board, effective October 1, 1917.*

Rating.	Minimum wages.
DECK CREW.	
Wheelsman, lookout, watchman	$95
Able seamen	95
Ordinary seamen or deckhands	60
ENGINE CREW.	
Oilers and watertenders	95
Firemen	95
Coal passers	60

On August 9, 1918, the Shipping Board issued the following wage scale for members of the deck and engine departments on vessels operated on the Great Lakes by "independent" operators, this scale to be effective as of July 29, 1918.

TABLE 49.—*Wage award, deck and engine crew, Great Lakes, issued by United States Shipping Board for "independent" operators, effective July 29, 1918.*

Rating.	Wages.
DECK CREW.	
Able seamen	$100
Ordinary seamen	70
ENGINE CREW.	
Oilers and watertenders	100
Firemen	100
Coal passers	70

In the case of the stewards' department, the following advances were authorized over the wage scale paid at the opening of navigation in 1918.

TABLE 50.—*Wage increases granted Lake stewards by United States Shipping Board award, effective July 29, 1918.*

Rating.	Wage increase.
Chief stewards and cooks	$20
Second cooks	15
Other members	10

The above scales were subsequently put into operation by the Lake Carriers' Association with the exception that ordinary seamen were paid $72 instead of $70 a month, and some of the lower members of the stewards' department were given wage increases not precisely in accordance with the amounts set forth in the Shipping Board's award.

3. COASTWISE TOWBOATS AND BARGES.

a. ATLANTIC TOWBOATS.

On July 10, 1918, the National Adjustment Commission issued for the Shipping Board the following award covering the wages of licensed officers on Atlantic and Gulf ocean-going towboats. This award was retroactive to May 4, 1918, and is still in effect January 1, 1919.

TABLE 51.—*Wage scale licensed officers ocean-going coastwise towboats (Atlantic and Gulf) issued by National Adjustment Commission for United States Shipping Board, effective May 4, 1918.*

Rank.	Operating from New York to New England ports. A	All other ocean-going coastwise towboats.[1] B
Master	$240	$265
First mate	165	170
Second mate	135	145
Chief engineer	195	195
Assistant engineer	165	165

[1] On vessels operating up the Bay of Fundy, or to Nova Scotia, or around Cape Hatteras the wages shall be those given in column "B" plus any additional allowance customary in the trade.

The following table gives, by way of background, the average wages on 42 Atlantic tugs, or such of them as were in operation, June 1, 1914; June 1, 1916; and June 1, 1918. It should be remembered, of course, that the award of July 10, 1918, being retroactive

to May 4, ultimately substituted for the wages paid on June 1, 1918, those specified in the award.

TABLE 52.—*Average wages licensed officers Atlantic coastwise towboats, 1914–1918.*

Rank.	June 1, 1914.	June 1, 1916.	June 1, 1918.	Award May 4, 1918.
Master	$152.24	$163.00	$212.50	$265.00
First mate	79.73	97.14	144.29	170 00
Chief engineer	121.21	132.00	166.19	195.00
First assistant engineer	73.82	93.57	129.29	165.00

No award was necessary for the unlicensed men employed on towboats, as they were regarded as included in the general awards of May 18 and June 1, 1918.

b. GULF TOWBOATS.

It was at first contended that the award of July 10, 1918, should not be applied to towboats operating on the Gulf coast, but under date of October 30, 1918, the National Adjustment Commission decided that both Atlantic and Gulf towboats came under the award. On the Gulf, as on the Atlantic, the rates were retroactive to May 4.

The chief towing on the Gulf is along the Texas coast, and from Texas to Mexican ports. The chief cargo carried on the barges is oil and lumber. As the result of questionnaires sent to the owners of towboats, it was found that the boats fell into two classes: (1) Large towboats, ranging from about 150 to 300 gross tons, which operated exclusively in the coastwise service, and (2) small towboats, usually under 100 tons, which had been built originally for harbor service, but during the war were used occasionally in the coastwise service. These latter were known as semi-coastwise towboats.

The average pay of licensed officers on 14 coastwise tugs on June 1, 1914, June 1, 1916, and June 1, 1918, or as many as were in operation on the dates specified, was found, as the result of the questionnaires, to have been as follows:

TABLE 53.—*Average wages licensed officers Texas coastwise towboats, 1914–1918.*

Rank.	June 1, 1914.		June 1, 1916.		June 1, 1918.		Award May 4, 1918.
	No.	Wage.	No.	Wage.	No.	Wage.	
Master	5	$132.00	7	$142.86	14	$203.04	$265.00
First mate	5	90.00	7	103.57	14	153.04	170.00
Second mate	3	76.67	5	90.00	12	136.46	145.00
Chief engineer	5	130.00	7	136.43	14	185.63	195.00
First assistant engineer	5	92.00	7	97.14	14	151.96	165.00

The average pay of licensed officers on nine semi-coastwise tugs on June 1, 1914, June 1, 1916, and June 1, 1918, or as many of them as were in operation, was found to have been as follows:

TABLE 54.—*Average wages licensed officers Texas semi-coastwise towboats, 1914–1918.*

Rank.	June 1, 1914.		June 1, 1916.		June 1, 1918.		Award May 4, 1918.
	No.	Wage.	No.	Wage.	No.	Wage.	
Master	7	$115.00	8	$133.13	9	$155.33	$265.00
First mate	7	82.86	8	93.13	9	122.22	170.00
Chief engineer	7	111.07	8	129.69	9	147.89	195.00
First assistant engineer	6	80.00	7	90.71	8	115.63	165.00

c. BARGES OPERATING OUT OF NORFOLK.

The only scale of wages for employees on coastwise barges fixed by the Government was that established by the National Adjustment Commission for barge masters belonging to the union having its headquarters at Norfolk. These barges are operated along the Atlantic coast, very largely in Chesapeake Bay, but also coastwise on the ocean, and on Long Island Sound.

On April 10, 1918, the National Adjustment Commission fixed the scale of wages as follows:

TABLE 55.—*Wage award Norfolk barge masters, issued by National Adjustment Commission, effective Apr. 1, 1918.*

Rating.	Inland barges.	Coastwise barges.	Allowance per month for food for master and each of crew.
Master	$90	$125	$20

On both classes of vessels the master is allowed $20 per month additional for food for himself and for each member of the crew.

On April 21, 1918, the National Adjustment Commission announced by way of interpretation of the foregoing scale, that on combination barges operated both coastwise and inland the coastwise rate should prevail while the vessels were in the coastwise service, and the inland rate while the vessels were in the inland service.

October 1, 1918, the case was reopened at the request of the barge masters, and the National Adjustment Commission announced the following new award, which is still in effect (Jan. 1, 1919):

TABLE 56.—*Wage award, Norfolk barge masters, issued by National Adjustment Commission, effective Oct. 1, 1918.*

Rating.	Bay barges up to 800 tons.	Bay barges over 800 tons, including coastwise combination barges.	Barges trading on the coast.	Allowance per month for food for master and each of crew.
Master	$100	$110	$150	$22.50

4. HARBOR CRAFT.

a. NEW YORK.

On November 16, 1917, the New York Harbor Wage Adjustment Board issued the following wage scale:

TABLE 57.—*Wage award employees, New York harbor craft, issued by New York Harbor Wage Adjustment Board, effective Nov. 1, 1917.*

[The asterisk (*) indicates the inclusion of $18 board money.]

TOWBOATS AND STEAM PASSENGER VESSELS OTHER THAN FERRYBOATS.

Occupation.	Classification according to cylinder diameter of engine.		
	10 to 15 inches.	Over 15 and including 18 inches.	20 inches or more.
	I	II	III
Master	*$143.00	*$153.00	*$163.00
Engineer	*133.00	*143.00	*153.00
Assistant engineer	*123.00	*133.00	*143.00

Occupation.	Flat rate paid, regardless of class of boat.
Mate or pilot	*$143.00
Mate (on tugs doing transport work)	*118.00
Mate (on passenger or excursion vessels, not engaged in the handling of boat)	*108.00
First deckhand	*83.00
Second deckhand	*78.00
Oilers	*83.00
Fireman (1 employed)	*83.00
Firemen (more than 1)	*78.00
Cook (1 deckhand)	*80.00
Cook (more than 1 deckhand)	*78.00

TABLE 57.—*Wage award employees, New York harbor craft, issued by New York Harbor Wage Adjustment Board, effective Nov. 1, 1917*—Continued.

FERRYBOATS.

Master or pilot	$160.00
Wheelsman	80.00
Deckhands	70.00
Engineers	150.00
Oilers (licensed)	85.00
Oilers (unlicensed)	80.00
Firemen	80.00

BARGES, LIGHTERS, AND HOISTERS.

Occupation.	Covered barges.	Classification according to hoisting equipment.		
		Hand hoists.	Gasoline or steam hoists with capacity of—	
			Less than 15 tons.	15 tons or more.
		I	II	III
Captain	$77.00	$77.00	$85.00	$90.00

MISCELLANEOUS CRAFT.

Occupation.	Open deck scows.	Coal and grain boats.	Car floats.
Captain	$70.00	$70.00	.....
Floatmen	.....	.....	*$78.00

On March 20, 1918, the same board issued the following wage scale for stationary steam hoisting engineers, retroactive to January 1, 1918:

TABLE 58.—*Wage award stationary steam hoisting engineers, New York harbor craft, issued by New York Harbor Wage Adjustment Board, effective Jan. 1, 1918.*

Occupation.	Steam hoists with a capacity of—	
	Less than 15 tons.	15 tons or more.
	I	II
Engineer	$95.00	$100.00

On July 12, 1918, the New York Harbor Wage Adjustment Board issued a new award, effective as of June 1, 1918. This award was still in effect December 31, 1918.

TABLE 59.—*Wage award employees New York harbor craft, issued by New York Harbor Wage Adjustment Board, effective June 1, 1918.*

[The asterisk (*) indicates the inclusion of $19.50 board money.]

TOWBOATS AND STEAM LIGHTERS.

Occupation.	Classification according to cylinder diameter of engine.		
	10 to 15 inches.	Over 15 and including 18 inches.	20 inches or more; also compound or triple expansion engines.
	I	II	III
Master	*$159.50	*$169.50	*$179.50
Engineer	*149.50	*159.50	*169.50
Assistant engineer	*139.50	*149.50	*159.50

Occupation.	Flat rate paid regardless of class of boat.
Mate or pilot	*$159.50
Mate (on tugs doing transport work)	*134.50
Deckhands (first)	*99.50
Deckhands (other than first)	*94.50
Oilers	*99.50
Firemen (1 employed)	*99.50
Firemen (more than 1)	*94.50
Cook (1 deckhand)	*96.50
Cook (2 deckhands)	*94.50

FERRYBOATS.

Master or pilot	$175.00
Wheelsmen	95.00
Deckhands	85.00
Engineers	165.00
Oilers (licensed)	100.00
Oilers (unlicensed)	95.00
Firemen	95.00

TABLE 59.—*Wage award employees New York harbor craft, issued by New York Harbor Wage Adjustment Board, effective June 1, 1918*—Continued.

BARGES, LIGHTERS, AND HOISTERS.

Occupation.	Covered barges.	Classification according to hoisting equipment.		
		Hand hoist.	Gasoline or steam hoist with capacity of—	
			Less than 15 tons.	15 tons or more.
		I	II	III
Captain	$3.50 per day..	$3.50 per day..	$3.75 per day..	$4 per day.

Occupation.	Classification according to type and equipment.		
	Lighters having steam hoists with capacity of—		Steam hoisters.
	Less than 15 tons.	15 tons or more.	
	I	II	III
Engineer	$4.25 per day..	$4.50 per day..	$5 per day.

MISCELLANEOUS CRAFT.

Occupation.	Scows and dumpers.	Coal and grain boats.	Car floats.
Captain	$85.00	$90.00	.....
Floatmen	.....	.....	*$94.50

The following table gives the wages of New York harbor craft employees from July, 1914, to the present date.

TABLE 60.—*Average wages employees New York harbor craft, 1914–1918.*[1]

[Includes board if board is allowed in addition to wages.]

TOWBOATS.

Occupation.	July, 1914.			July, 1915.			July, 1916.			July, 1917.			January, 1918.			Award June–December, 1918.			
	No.	Wages.	Base.	No.	Wages.	Per cent increase.	No.	Wages.	Per cent increase.	No.	Wages.	Per cent increase.	No.	Wages.	Per cent increase.	Lowest wage.	Per cent increase.	Highest wage.	Per cent increase.
Master	128	$139.14	0	135	$140.84	1.2	135	$140.31	0.8	176	$148.25	6.5	173	$163.93	17.8	$159.50	14.6	$179.50	29.0
Mate	37	82.86	0	38	82.98	0.1	38	94.57	14.1	44	109.59	32.3	38	128.92	55.6	134.50	32.3	159.50	92.5
Engineer	122	127.12	0	137	123.96	[2] −2.5	139	131.23	3.2	175	139.95	10.1	172	149.40	17.5	149.50	17.6	169.50	33.3
Assistant engineer	32	83.31	0	33	84.36	1.3	33	104.61	25.6	41	121.04	45.3	38	139.20	67.1	139.50	67.4	159.50	91.5
Deckhand	215	59.34	0	220	59.99	1.1	228	67.44	13.7	300	75.22	26.8	308	80.93	36.4	94.50	59.3	99.50	67.7
Oiler	19	65.93	0	21	65.97	0.1	20	73.30	11.2	17	80.35	21.9	18	87.89	33.3	99.50	50.9	99.50	50.9
Fireman	234	61.62	0	234	64.96	5.4	251	70.87	15.0	307	79.92	27.7	311	93.25	35.1	94.50	53.4	99.50	61.5
Cook	91	59.12	0	99	56.33	[2] −5.0	98	65.07	10.1	122	74.42	25.9	123	80.03	35.4	94.50	59.8	96.50	63.2

FERRYBOATS.

Master	41	$150.73	0	39	$147.69	[2] −2.0	39	$153.50	1.8	37	$158.94	5.4	38	$160.95	6.8	$175.00	16.1	$175.00	16.1
Pilot	53	143.34	0	54	143.06	[2] −0.2	56	143.60	0.2	55	149.30	4.2	54	152.53	6.4	175.00	22.1	175.00	22.1
Mate	22	75.00	0	21	75.00	0	21	74.59	[2] −0.5	21	75.52	0.7	21	84.48	12.6	.....	.....	.....	.....
Engineer	104	135.54	0	102	135.07	3.0	98	138.59	2.3	96	144.24	6.4	96	146.33	8.0	165.00	21.7	165.00	21.7
Assistant engineer	28	134.55	0	28	134.55	0	21	133.55	[2] −0.7	21	135.00	0.3	21	142.85	6.2	165.00	22.6	165.00	22.6
Quartermaster	24	94.16	0	15	90.73	[2] −3.6	15	90.73	[2] −3.6	11	100.76	7.0	11	100.76	7.0	.....	.....	.....	.....
Wheelsman	32	61.24	0	33	61.33	0.1	37	64.66	5.6	37	70.81	15.6	39	80.00	30.6	95.00	55.1	95.00	55.1
Deckhand	300	60.56	0	281	60.13	[2] −0.7	266	61.88	2.2	250	62.03	2.4	256	72.96	20.5	85.00	40.4	85.00	40.4
Bridgeman	56	55.59	0	56	55.59	0	56	58.30	4.9	61	63.94	15.0	58	69.25	24.6	.....	.....	.....	.....
Water tender	40	95.00	0	30	95.00	0	30	95.00	0	30	95.00	0	30	110.00	15.8	.....	.....	.....	.....
Oiler	62	80.01	0	56	78.21	[2] −2.2	70	81.86	2.3	58	84.39	5.5	60	92.05	15.0	95.00	18.7	100.00	25.0
Fireman	219	80.23	0	203	79.24	[2] −1.2	201	80.05	[2] −0.2	192	84.94	5.9	205	94.51	17.8	95.00	18.4	95.00	18.4

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COVERED BARGES.

Captain	269	$55.86	0	300	$56.20	0.6	367	$60.36	8.1	375	$65.90	17.9	392	$76.86	37.6	$105.00	88.0	$105.00	88.0

LIGHTERS WITH HOISTS.

Captain	148	$59.86	0	148	$61.65	3.0	167	$67.14	12.2	230	$73.75	23.2	227	$80.00	33.6	$105.00	75.4	$120.00	100.5
Engineer	45	76.61	0	37	73.95	3.5	28	85.47	11.6	59	86.39	12.8	62	95.69	24.9	127.50	66.4	150.00	95.8

COAL BOATS, GRAIN BOATS, AND SCOWS.

Captain	400	$46.20	0	420	$46.41	0.5	414	$51.38	11.2	591	$60.94	31.9	596	$69.21	49.8	$85.00	84.0	$90.00	94.8

CAR FLOATS.

Floatman	33	$56.60	0	33	$56.60	0	31	$60.62	7.1	38	$66.18	16.9	48	$78.25	38.3	$94.50	67.0	$94.50	67.0

[1] The figures for the number of employees and average wages, July, 1914–January, 1918, are taken from a table published by B. M. Squires, "New York Harbor Employees," Monthly Labor Review, July, 1918, p. 20.
[2] Decrease.

b. PHILADELPHIA.

In December, 1918, the Director General of Railroads approved the following wage scale for employees on harbor craft operating in the vicinity of Philadelphia, the rates having been previously recommended by the Philadelphia local adjustment commission.

TABLE 61.—*Wage award employees Philadelphia harbor craft, issued by Railroad Administration, December, 1918.*

RAILROAD-OWNED TOWBOATS.

Occupation.	Wage.
Master	$211.68
Pilot	141.75
Engineer	192.78
Bridgeman	136.08
Deck hands	136.08
Floatmen	136.08
Firemen	136.08

RAILROAD-OWNED FERRYBOATS.

Occupation.	Wage.
Pilot	$200.30
Second pilot (licensed)	150.27
Second pilot (unlicensed)	122.46
Engineer	200.30
Wheelsman	122.46
Bridgeman	118.95
Deck hands	118.95
Firemen (licensed)	150.27
Firemen (unlicensed)	133.12

Table 62 compares the above award with rates paid by the various railroad companies January 1, 1915, January 1, 1918, and June 1, 1918.

TABLE 62.—*Wages of employees, Philadelphia harbor craft, 1915–1918.*

TOWBOATS.

[Based on a 12-hour day.]

Occupation.	Baltimore & Ohio Railroad Co.			Philadelphia & Reading Railroad Co.			Pennsylvania Railroad Co.			Railroad Administration.
	Jan. 1, 1915.	Jan. 1, 1918.	June 1, 1918.	Jan. 1, 1915.	Jan. 1, 1918.	June 1, 1918.	Jan. 1, 1915.	Jan. 1, 1918.	June 1, 1918.	Dec., 1918.
	Per month.	Per day.	Per day.	Per month.	Per hour.	Per hour.	Per month.	Per day.	Per day.	Per month.
Master	$106.00	$5.00	$5.35	$116.60	$0.50	$0.50	$99.10	$5.35	$5.35	$211.68
Pilot	63.60	2.80	.....	.....	.....	.....	69.95	3.81	3.81	141.75
Engineer	95.40	4.45	4.75	104.94	.45	.45	93.30	4.85	4.85	192.78
Bridgeman	.....	.....	[1] 90.25	.....	.....	30	52.60	3.10	3.10	136.08
Deck hands	53.00	2.30	2.80–3.15	58.30	.30	.30	52.60	3.10	3.10	136.08
Floatmen	58.30	.....	2.80	.....	.....	.30	57.70	3.10	3.10	136.08
Firemen	58.30	2.55	4.15	58.30	.30	.30	64.15	3.45	3.45	136.08

[1] Per month.

TABLE 62.—*Wages of employees, Philadelphia harbor craft, 1915–1918*—Contd.

FERRYBOATS.

[Based on a 9½-hour day.]

Occupation.	Philadelphia & Reading Railroad Co.			Pennsylvania Railroad Co.			Railroad Administration.
	Jan. 1, 1915.	Jan. 1, 1918.	June 1, 1918.	Jan. 1, 1915.	Jan. 1, 1918.	June 1, 1918.	Dec., 1918.
	Per hour.	Per hour.	Per month.	Per month.	Per hour.	Per month.	Per month.
Pilot	$0.47	$0.618	$160.16	$125.00	$0.638	$160.30	$200.30
Second pilot (licensed)	[1] 84.24	.329	111.38	69.95	.35	111.99	150.27
Second pilot (unlicensed)	[1] 76.44	.311	97.55	69.95	.329	98.09	122.46
Engineer	.47	.618	160.16	125.00	.638	160.30	200.30
Wheelsman (licensed)	.27	.....	113.38	69.95	.....	111.99	122.46
Wheelsman (unlicensed)	.245	.....	97.55	69.95	.....	98.09	.....
Bridgeman	.....	[2] 3.24	113.88	.....	.321	95.16	118.95
Deck hands	.22	.30	94.64	66.70	.321	95.16	118.95
Fireman (licensed)	.288	.358	119.63	75.15	.379	120.29	150.27
Fireman (unlicensed)	.275	.343	106.04	75.15	.358	106.63	133.12
Fireman's helper	.22	.30	94.64	.....	.....	.....	.....

[1] Per month. [2] 12-hour day.

c. HAMPTON ROADS.

On May 30, 1918, a commission composed of Norman R. Hamilton, chairman; E. E. Palen, secretary; J. H. Young; Robert L. Goelet; and George W. P. Overman, rendered the following award with regard to wages on inland vessels operating in the Hampton Roads district.

TABLE 63.—*Wage award licensed officers on harbor craft, Hampton Roads district, Apr. 30, 1918.*

FREIGHT AND PASSENGER STEAMERS.

Rank.	Under 300 gross tons.	300 to 600 gross tons.	600 to 1,200 gross tons.	1,200 to 2,000 gross tons.	Over 2,000 gross tons.	Norfolk-Newport News Route.
Master	$130	$145	$160	$175	$190	$155
First pilot	100	110	130	130	135	125
Second pilot	.....	.....	115	115	120	110
Deck mate	.....	85	90	90	90	.....
Chief engineer	125	135	150	155	165	155
First assistant engineer	100	110	130	130	135	125
Second assistant engineer	.....	.....	115	115	120	110

FERRY STEAMERS.

Rank.	Norfolk-Portsmouth.[1]	Norfolk-Berkley.[1]	Berkley-Portsmouth.[1]	Old Point-Willoughby Spit.[2]	Newport News-Pine Beach.[2]
Master	$160	$160	$150	$135	$155
Deck mate	.....	.....	.....	95	100
Engineer	160	160	150	135	155

[1] Without board. [2] With board.

TABLE 63.—*Wage award licensed officers on harbor craft, Hampton Roads district, Apr. 30, 1918*—Continued.

TOWBOATS—CLASSES 2-4.

Rank.	Railroad and steamship tugs.	Coal pier tugs.	Tugs towing car floats.
Master	$130	$155	$155
Master's relief (or night master)	120	155	140
Deck mate (or second pilot)	85	105	105
Engineer	130	155	155
Engineer's relief (or night engineer)	120	155	140
Assistant engineer			130

TOWBOATS—CLASSES 5-7.

Rank.	Boats towing mud and tending machines.			Sand and gravel tugs.		Tugs towing on Chesapeake Bay and from North Carolina to Baltimore and Philadelphia.
	Under 50 gross tons.	50 to 100 gross tons.	Over 100 gross tons.	Under 50 gross tons.	50 gross tons and over.	
Master	$130	$140	$150	$125	$130	$150
First pilot	100	105	115	100	105	125
Chief engineer	125	135	150	125	130	150
Assistant engineer	100	105	115	100	105	125

MISCELLANEOUS CRAFT.

Rank.	Fishing steamers.	Pilot boats.	Miscellaneous towboats and other craft.			
			Under 75 gross tons.	75 to 100 gross tons.	100 to 150 gross tons.	Over 150 gross tons.
Master		$180	$120	$130	$140	$150
Pilot	$135	150	95	105	115	125
Chief engineer		180	120	130	140	150
Assistant engineer		150	95	105	115	125

On September 23, 1918, the same commission issued the following award, effective September 1, 1918, on steamers, towboats, and barges of the New York, Philadelphia & Norfolk Railroad, operated out of Norfolk across Chesapeake Bay. The commission met at the request of the Railroad Administration, and included besides its regular members one representative each of the employers and employees specially interested.

TABLE 64.—*Wage award marine employees of New York, Philadelphia & Norfolk Railroad, effective September 1, 1918.*

PASSENGER STEAMERS.

Occupation.	Special rate fixed for steamer "Maryland."	General rate.
Licensed officers:		
Master		$235
First mate		175
Second mate		150
Chief engineer		210
First assistant engineer		175
Second assistant engineer		150
Deck and engine crew:		
Quartermaster		110
Watchman		110
Oilers		110
Deck hands		75
Steward's department:		
Purser	$180	170
First assistant purser		135
Second assistant purser		115
Baggage master		100
Cashier		100
Steward	150	125
Assistant steward		115
Stewardess		50
Chief cook	125	115
First assistant cook	100	90
Second assistant cook	100	90
Head waiter		100
Waiters		50
Pantryman		60
Dishwasher and kitchen boy		50

BAY TOWBOATS.

Master		$210
First mate		175
Second mate		150
Chief engineer		210
Assistant engineer		175
Relief engineer		175

BAY BARGES.

Master		$150
Engineer		110
Deck hands		100
Firemen		100
Cook		100

d. BALTIMORE.

An award of the National Adjustment Commission announced January 10, 1918, and interpreted March 13, established the following scale of wages for Baltimore towboats:

TABLE 65.—*Wage award licensed officers on Baltimore towboats, issued by National Adjustment Commission, effective November 1, 1917.*

All single crew boats.		Boats operated by the Baker-Whitely Coal Co. and the Curtis Bay Towing Co.	
Rank.	Per week.	Rank.	Per month.
Master	$26.40	Master	$125.00
Mate	16.00	Mate	80.00
Engineer	24.20	Chief engineer	110.00
		Assistant engineer	80.00

e. BOSTON.

On April 30, 1918, the Boston local adjustment commission established the following wage scale for engineers employed on wharves and on lighters:

TABLE 66.—*Wage award steam and operating engineers, Boston, issued by local commission, effective May 1, 1918.*

Occupation.	Per week.
Engineers on lighters	$24
Engineers on wharves	22

f. MOBILE.

On July 10, 1918, the Local Adjustment Commission for New Orleans and Mobile issued the following wage scale for licensed officers on river steamers and towboats operating in or adjacent to Mobile.

TABLE 67.—*Wage award licensed officers on Mobile River boats, issued by local commission, July 10, 1918.*

	Stern-wheel steamers.	Packet boats.	Stern-wheel towboats.
Master	$150	.....	.....
Pilots	150	.....	.....
Mates	135	.....	.....
Chief engineer	.....	$150	$138
Assistant engineer	.....	120	114

g. NEW ORLEANS.

On June 29, 1918, the Local Adjustment Commission for the port of New Orleans issued the following awards with regard to the wages of licensed officers on towboats, ferryboats, and steamboats plying in the harbor and waters adjacent to the port of New Orleans, effective as of April 1, 1918.

Masters, mates, and pilots operating towboats, ferryboats, and steamboats were granted an increase of 10 per cent over the rate of pay which they had received on May 1, 1917, on which date there had been an increase of 15 per cent over the rates previously in effect.

Marine engineers employed on towboats, ferryboats, and steamboats in the harbor of New Orleans and vicinity were given an increase of 10 per cent over the wages in effect on May 1, 1917, which were about 15 per cent higher than the wages previously paid.

On December 13, 1918, these awards were reopened and further adjustments made retroactive to June 1, 1918. For a full account of these new awards, see the report of the National Adjustment Commission.

h. GREAT LAKES.

On November 25, 1918, the National Adjustment Commission announced the following wage scale to be paid employees of the Great Lakes Towing Co.:

TABLE 68.—*Wage award tugmen employed by Great Lakes Towing Co., issued by the National Adjustment Commission, effective Oct. 15, 1918.*

Occupation.	Chicago.	South Chicago.	Other ports.
Captains and mates	$235.00	$230.00	$225.00
First and second engineers	210.00	210.00	210.00
Firemen and linemen	142.50	142.50	142.50

5. LONGSHOREMEN.

Tables 69 and 70 give the longshore rates in effect for general cargo in the various ports in July, 1914; July, 1915; July, 1916; July, 1917; July, 1918; and December, 1918:

TABLE 69.—*Base wages, in cents per hour, deep-water longshoremen, 1914–1918.*

Port and district.	July, 1914.		July, 1915.		July, 1916.		July, 1917.		July, 1918.		December, 1918.	
	Wage rate.	Base.	Wage rate.	Percent increase.	Wage rate.	Percent increase.	Wage rate.	Percent increase.	Wage rate.	Percent increase.	Wage rate.	Percent increase.
Boston	$0.33	0	$0.33	0	$0.40	21.2	$0.40	21.2	$0.50	51.5	$0.65	97.0
New York	.33	0	.33	0	.40	21.2	.40	21.2	.50	51.5	.65	97.0
Philadelphia	.30	0	.30	0	.40	33.3	.40	33.3	.50	66.7	.65	116.7
Baltimore	.25	0	.25	0	.275	10.0	.35	40.0	.50	100.0	.65	160.0
Norfolk	.25	0	.275	10.0	.30	20.0	.35	40.0	.55	120.0	.65	160.0
North Atlantic average	**.292**	**0**	**.297**	**1.7**	**.355**	**21.6**	**.38**	**30.1**	**.51**	**74.7**	**.65**	**122.6**
Charleston	.20	0	.20	0	.20	0	.25	25.0	.35	75.0	.50	150.0
Savannah	.25	0	.25	0	.25	0	.25	0	.30	20.0	.50	100.0
South Atlantic average	**.225**	**0**	**.225**	**0**	**.225**	**0**	**.25**	**11.1**	**.325**	**44.4**	**.50**	**122.2**
Mobile	.30	0	.30	0	.30	0	.35	16.7	.50	66.7	.65	116.7
New Orleans	.40	0	.40	0	.40	0	.40	0	.50	25.0	.65	62.5
Galveston	.40	0	.40	0	.40	0	.40	0	.50	25.0	.65	62.5
Gulf coast average	**.367**	**0**	**.367**	**0**	**.367**	**0**	**.383**	**4.4**	**.50**	**36.2**	**.65**	**77.1**
San Diego	.50	0	.50	0	.50	0	.70	40.0	.80	60.0	.80	60.0
San Francisco	.55	0	.55	0	.55	0	.70	27.3	.80	45.5	.80	45.5
Portland	.55	0	.55	0	.55	0	.60	9.1	.80	45.5	.80	45.5
Seattle	.45	0	.45	0	.50	11.1	.65	44.4	.80	77.8	.80	77.8
Pacific coast average	**.513**	**0**	**.513**	**0**	**.525**	**2.3**	**.663**	**29.2**	**.80**	**55.9**	**.80**	**55.9**

TABLE 70.—*Base wages, in cents per hour, coastwise longshoremen, 1914–1918.*

Port and district.	July, 1914.		July, 1915.		July, 1916.		July, 1917.		July, 1918.		December, 1918.	
	Wage rate.	Base.	Wage rate.	Per cent increase.	Wage rate.	Per cent increase.	Wage rate.	Per cent increase.	Wage rate.	Per cent increase.	Wage rate.	Per cent increase.
Boston	$0.30	0	$0.30	0	$0.35	16.7	$0.35	16.7	$0.48	60.0	$0.65	116.7
New York	.30	0	.30	0	.35	16.7	.35	16.7	.48	60.0	.65	116.7
Philadelphia	.225	0	.225	0	.25	11.1	.30	33.3	.40	77.8	.65	188.9
Baltimore	.20	0	.20	0	.22	10.0	.25	25.0	.35	75.0	.65	225.0
Norfolk	.22	0	.22	0	.22	0	.25	13.6	.40	81.8	.65	195.5
North Atlantic average	**.249**	**0**	**.249**	**0**	**.278**	**11.6**	**.30**	**20.5**	**.422**	**69.5**	**.65**	**161.0**
Charleston	.25	0	.25	0	.25	0	.30	20.0	.40	60.0	.40	60.0
Savannah	.22	0	.22	0	.22	0	.27	22.7	.35	59.1	.40	81.8
Jacksonville	.20	0	.20	0	.20	0	.25	25.0	.35	75.0	.40	100.0
South Atlantic average	**.223**	**0**	**.223**	**0**	**.223**	**0**	**.273**	**22.4**	**.367**	**64.6**	**.40**	**79.4**
Mobile	.30	0	.30	0	.30	0	.35	16.7	.45	50.0	.45	50.0
New Orleans	.30	0	.30	0	.30	0	.35	16.7	.45	50.0	.48	60.0
Galveston	.30	0	.30	0	.30	0	.35	16.7	.40	33.3	.45	50.0
Gulf coast average	**.30**	**0**	**.30**	**0**	**.30**	**0**	**.35**	**16.7**	**.433**	**44.3**	**.46**	**53.3**
San Diego	.475	0	.475	0	.475	0	.65	36.8	.80	68.4	.80	68.4
San Francisco	.50	0	.50	0	.50	0	.65	30.0	.80	60.0	.80	60.0
Portland	.50	0	.50	0	.50	0	.60	20.0	.80	60.0	.80	60.0
Seattle	.45	0	.45	0	.50	11.1	.60	33.3	.70	55.6	.70	55.6
Pacific coast average	**.481**	**0**	**.481**	**0**	**.494**	**2.7**	**.625**	**29.9**	**.775**	**61.1**	**.775**	**61.1**

In the case of the North Atlantic ports, these tables show the wage rates paid dock workers. In most instances they are also the rates paid holdmen. In the case of Norfolk and the South Atlantic ports, however, the tables give the wages of ship workers—the rates paid the men on the docks having in most cases been considerably lower.

It is believed that this choice of wage rates gives the fairest comparison that can be made, in view of the conditions of work in the various ports. It is important in using the tables to make allowance for the fact that the figures given are basic rates, and do not necessarily correspond to actual earnings. In all the ports a portion of the men have received differentials, either because they load special classes of cargo or because they are foremen or serve in some other special capacity. Also, much of the work has been done at overtime rates.

Of the deep-water rates as given for July, 1918, the following were set by awards of the National Adjustment Commission or its local branches: Baltimore, Norfolk, San Diego, Portland (Oreg.), Seattle. The December, 1918, deep-water rates had all been set by awards, except in the case of San Francisco.

Of the coastwise longshore wage rates the following July, 1918, rates were set by awards: Boston, New York, Norfolk, Charleston, Galveston, San Diego, Portland (Oreg.), Seattle. Of the coastwise longshore rates listed for December, 1918, those given for Boston, New York, and Norfolk were established by an award effective October 1, 1918; that given for Galveston was established by an award effective September 1, 1918; and that given for New Orleans by an award effective August 7, 1918.

All longshore rates shown in the tables but not enumerated above were established by agreement or in some manner other than by an award. Charts 7 and 8 show in graphic form the increases between 1914 and 1918 in longshore rates.

Special Note to Chapter IX: For complete text and full data bearing on the harbor craft and longshore awards of the national and local adjustment commissions, see report of the National Adjustment Commission (U. S. Shipping Board, December 31, 1918.)

CHART 7.

DEEP-WATER LONGSHOREMEN.

BASE WAGE FOR GENERAL CARGO WORK, JULY, 1914, AND YEARLY INCREASES TO DATE.

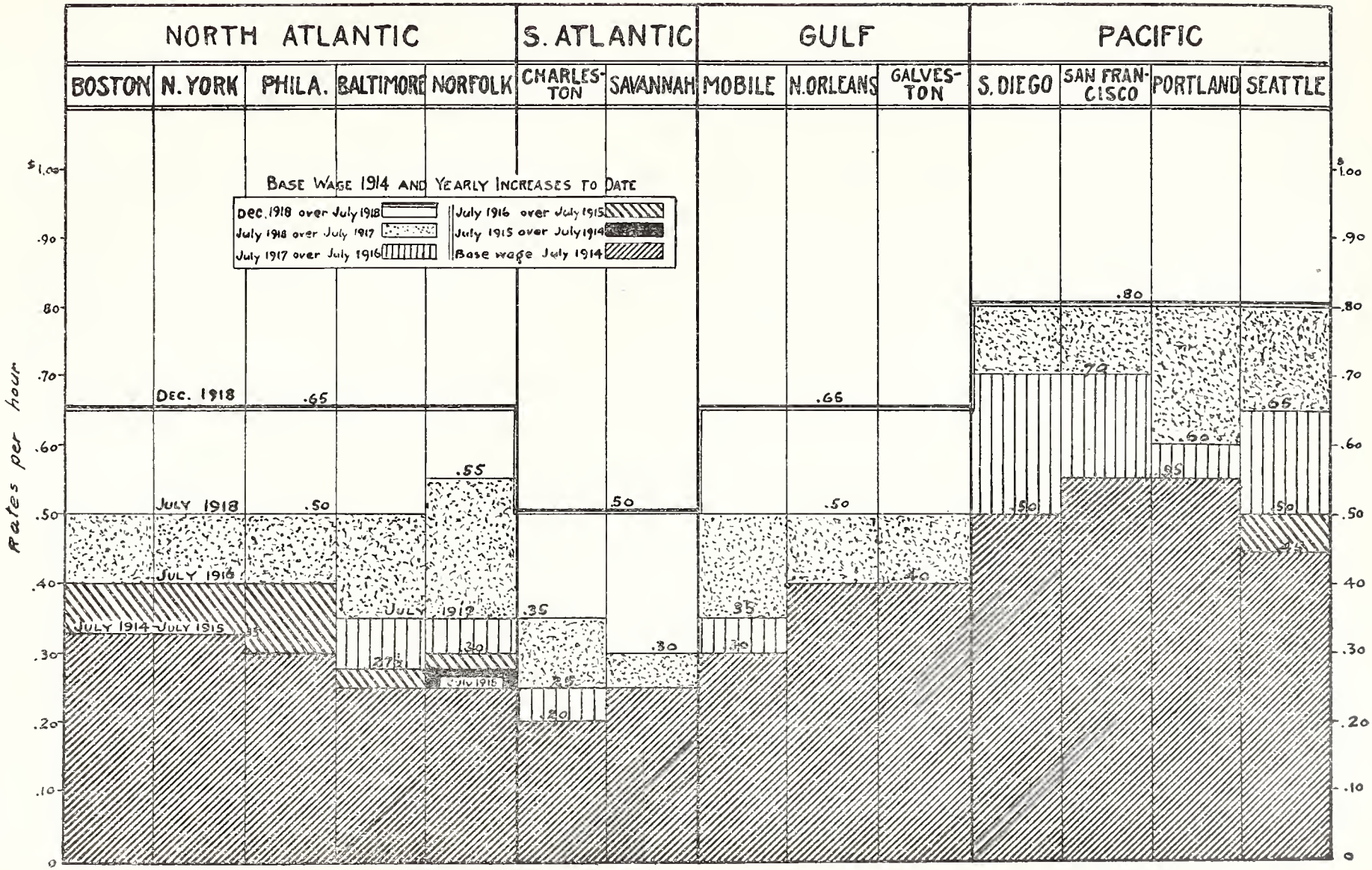
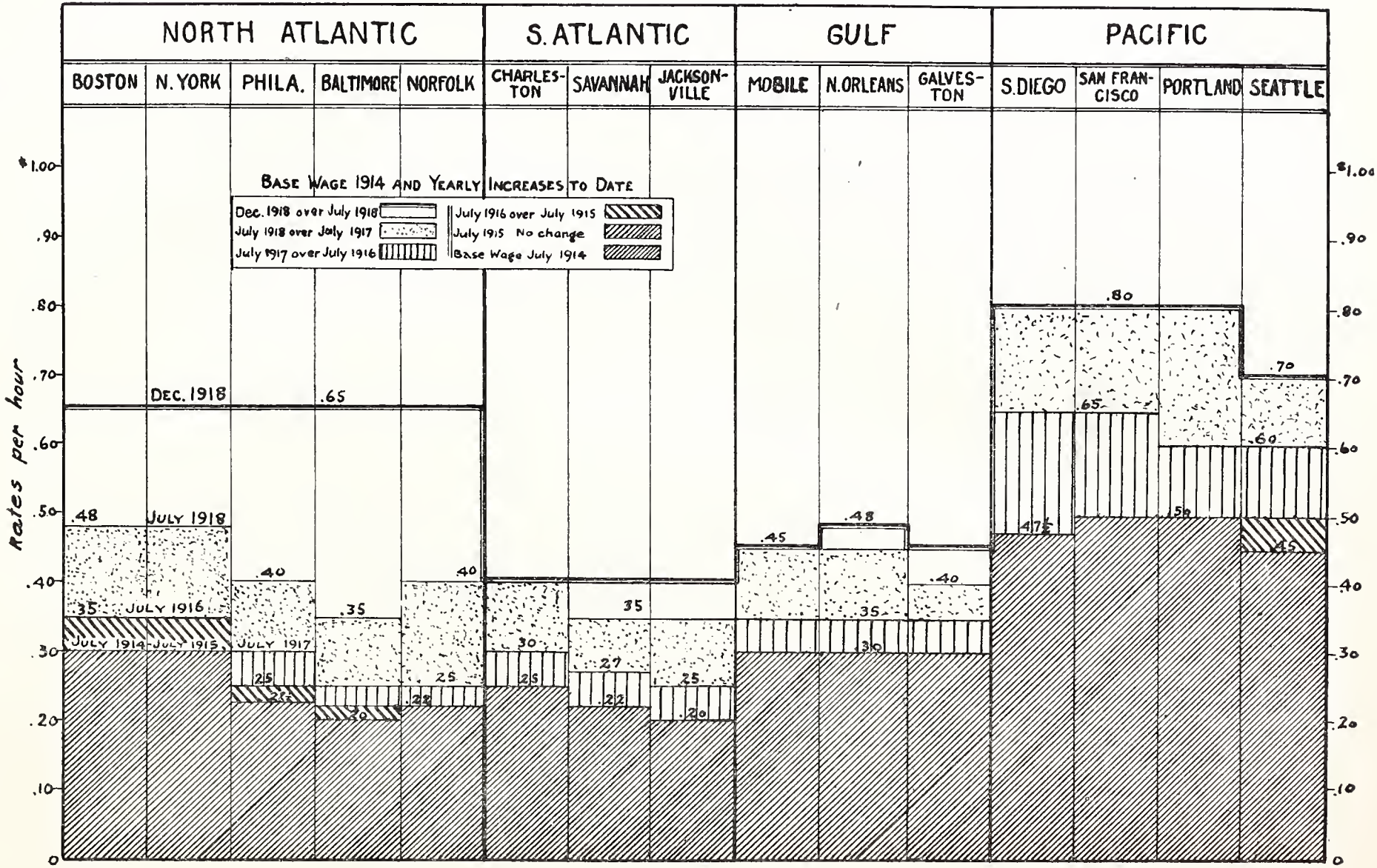


CHART 8.

COASTWISE LONGSHOREMEN.

BASE WAGE FOR GENERAL CARGO WORK, JULY, 1914, AND YEARLY INCREASES TO DATE.



CHAPTER X.

COMPARISON OF AMERICAN AND FOREIGN WAGE RATES

WITH SPECIAL REFERENCE TO THE SEAMEN'S ACT.[1]

1. THE SEAMEN'S ACT.

The La Follette or seamen's act was approved March 4, 1915, went into effect as respects American vessels November 4, 1915, as respects British vessels March 4, 1916, and as respects the vessels of other European countries about July, 1916. More than one-half of the act deals with the matter of safety at sea. Other sections take up the training and qualifications of seamen; the accommodations which must be furnished—including space, washing, and hospital facilities, sanitary conditions, and food; and such other matters as working rules, forms of punishment, and the elimination of crimping.

The portion of the act with which we are concerned here, and that which was designed to influence wage rates, consists of sections 4 and 16. Section 4 guarantees that all seamen on American vessels, and all seamen on foreign vessels while in harbors of the United States, may at any point in the course of a voyage where cargo is loaded or unloaded demand and receive one-half of the wages which they shall then have earned, such demands not to be made sooner or oftener than once in five days. Section 16 provided for the abrogation of those treaties with foreign countries in accordance with which the United States had bound itself to arrest and imprison such seamen as might desert from foreign vessels.

It was held by those who advocated the passage of the seamen's act that the United States was itself responsible for the underlying conditions which made wages on foreign vessels lower than on American. Under the normal operation of economic laws—so the argument runs—the wages of all men who navigate the seas, certainly all those who operate in the same trades or go to the same ports, should be very nearly uniform. But under the ancient customs with regard to the sea, perpetuated by the United States and other

[1] For convenience, the pound is regarded throughout this chapter as $5, the krone as 27 cents, the guilder as 40 cents, the franc as 20 cents, the lire as 20 cents, and the yen as 50 cents. All rates are monthly.

countries, harsh treaties made it an offense for labor to shift from one employer to another. The foreign seaman who left his ship at New York or Norfolk, to sign on at the higher rate paid all crews taken on in American ports, was arrested and imprisoned. Forced labor, long since abandoned on land, was still the law, and ships from various parts of the world could sail side by side and yet pay radically different wages.

The seamen's act was so drawn as to abrogate the treaties in accordance with which the United States had arrested seamen deserting from foreign ships, and it made such persons economically independent by allowing them first to demand a portion of the wages already earned. It was expected that the removal of these long-standing barriers would eventually make it to the advantage of shipowners all over the world to pay wages comparable with those of the United States, and that it would thus become financially possible for this country, in common with other nations having high labor standards, to operate its own ships, manned in part, at least, by its own citizens.

2. WAGES OF SEAMEN AND FIREMEN.

Owing to the suspension during the war of official publications, it is a difficult matter to obtain complete or authoritative data with regard to the wages paid on foreign vessels since the passage of the seamen's act. In one way or another, however, enough information has been obtained to show with substantial accuracy what has taken place.

a. BRITISH RATES.

There are in the possession of the Department of Commerce, at Washington, no official figures for the rates of pay on British shipping later than the year 1911. Parliamentary Paper, Cd., 6180, of Session 1912, entitled "Progress of Merchant Shipping in the United Kingdom and the Principal Maritime Countries," prepared by the board of trade, gives the predominant rates for able seamen and firemen in 1911 as 80, 90, or 100 shillings. The rates for 1910 were usually 80 or 90 shillings, on which level rates are shown to have been practically stationary for the preceding 15 years.

As compared with these British seamen's and firemen's wages, amounting to from $20 to $25, American seamen were in 1911 receiving in the Atlantic trade $30, or a little less, and in the Pacific trade from $40 to $50. American firemen were being paid in the Atlantic trade $40, and in the Pacific trade $55. In other words, American seamen and firemen were in 1911 receiving wages roughly 33⅓ per

cent, 80 per cent, and in some cases 140 per cent higher than men filling similar positions on British vessels.

Coming down to the year 1914, the Shipping Record (London) is quoted in Appendix J, of House of Representatives Document No. 2112, Sixty-fourth Congress, second session, entitled "Ocean Shipping," and there cited as authority for a scale of representative wages paid British seamen and firemen, the predominant wage for both classes of labor being given for 1914 as £5 10s. As American wages had not risen appreciably since 1911 this 1914 British rate of approximately $27.50 was only $2.50 less than the American Atlantic rate paid during the same period; but American seamen on the Pacific were still being paid a differential of from 45 to 80 per cent over the British rate, while American firemen in Atlantic trades were still paid a differential of 45 per cent and in Pacific trades a differential of 100 per cent over the prevalent British rates. This was before the seamen's act had been passed.

According to the same authority the predominant British rate for seamen and firemen in 1916, the first year in which the seamen's act was in effect for British vessels, was £8. The American Atlantic rate during the same period was for seamen $45 and for firemen $50, while the American Pacific rate was for both $55. It is stated on the British table referred to, however, that in special cases the 1916 British wage was £9. It will be noted that this was just equal to the American Atlantic rate at that time paid to able seamen.

Mr. Andrew Furuseth, president of the International Seamen's Union, has submitted a statement to the Shipping Board which agrees fairly closely with the figures given above, and contains the further information that in January, 1918, the British Admiralty fixed British wages at £12. American wages for both the Atlantic and the Pacific for both seamen and firemen had gone to $60 in the spring of 1917, and were still at that figure in January, 1918. British wages had therefore been brought for the time being to the level of American wages.

In May, 1918, the American rate was raised by the Shipping Board to $75. Up to the end of 1918 the general British rate had not yet risen to this new level, except under conditions to be explained later.

b. WAGES ON FOREIGN VESSELS CLEARING FROM NEW YORK: CONSULAR STATEMENTS.

It is, however, in connection with ships that touch at American ports that the influence of the seamen's act, if any, should be most strongly and promptly felt. Special care has, therefore, been taken to gather as full data as possible with regard to wages paid

on British and other foreign ships in the New York trade. Through the courtesy of the various foreign consuls the following official data has been obtained for the Shipping Board by Mr. Keyes Winter, of New York:

TABLE 71.—*Wages of sailors and firemen on British vessels in the New York trade, 1914–1918.*

[Compiled from records of the British consulate.]

Date.	Wages, sailors.	Wages, firemen.	Bonus.
1914	$30	$35	None.
July, 1915	30	35	None.
March, 1916	30	35	None.
July, 1916	45	50	None.
April, 1917	45	50	50 per cent.
October, 1918	75	75	50 per cent.

TABLE 72.—*Wages of sailors and firemen on Danish vessels in the New York trade, 1914–1918.*

[Statement submitted by Danish consul.]

Date.	Wages, sailors.	Wages, firemen.	Bonus.
December, 1915	$30	$35	Bonus of 50 per cent sometimes paid, but practice not clear.
June, 1916	45	45	
July 22, 1916	.....	50	
Mar. 1, 1917	45	50	
May 3, 1917:			
Some vessels	$35 and 56	60	
Others	60	60	
October, 1918	75	75	

TABLE 73.—*Wages of sailors and firemen on Dutch vessels in the New York trade, 1914–1918.*

[Statement submitted by Dutch consul.]

Date.	Wages, sailors.	Wages, firemen.	Bonus.
July 27, 1914	$27.00	$30.00	No mention made of bonus.
Nov. 5, 1915	28.20	32.90	
July 1, 1916	45.00	50.00	
March, 1917:			
New York to Rotterdam	65.00	70.00	
New York to Dutch Guiana	45.00	50.00	
New York to Spain and return	45.00	50.00	
Feb. 1, 1918	60.00	60.00	
November, 1918	70.00	$70.00–75.00	

TABLE 74.—*Wages of sailors and firemen on Swedish vessels in the New York trade, 1914–1918.*

[Statement submitted by the Swedish consul.]

Date.	Able seamen.		Firemen.	
	Wages.	War bonus round trip.	Wages.	War bonus round trip.
Aug. 1, 1914	$17.55	.....	$17.55	None.
Nov. 1, 1915	20.25	$6.75	22.95	$6.75
Apr. 1, 1916	20.25	2.70	22.95	2.70
July 1, 1916	20.25	9.45	22.95	9.45
Nov. 1, 1917	20.25	27.00	22.95	27.00
Mar. 1, 1918	20.25	27.00	22.95	27.00

TABLE 75.—*Wages of seamen on French vessels in the New York trade, 1914–1918.*

[Statement submitted by the French consul.]

Occupation.	Wages, December, 1918.
Boatswain	$49
Sailors	$32 and 34
Oilers	38
Firemen	38
Coal passers	36

Charts 9 and 10 (pp. 146 and 147) show in graphic form the relation between the foreign wage rates reported by the consuls and the American union rate. The consular statements, when brought into comparison with the American wage rate, show that, as far as the principal maritime nations are concerned, foreign seamen when signing on in New York have done so at substantially the New York rates. The consular statements do not, however, indicate to what extent the seamen of foreign countries have reshipped at New York; or to what extent, on the contrary, they may have sailed from New York still on old articles, unaffected by the New York rate.

c. WAGES ON FOREIGN VESSELS CLEARING FROM NEW YORK: FROM THE SHIPPING ARTICLES.

In order to get first-hand information with regard to this last matter, it was therefore arranged to take an abstract of the shipping articles of foreign vessels clearing from New York.[1]

Early in November, 1918, the articles of 4 British, 2 Danish, and 1 Norwegian vessels were examined, and then again during the week

[1] Again through the assistance of Mr. Winter.

CHART 9.

ABLE SEAMEN: AMERICAN AND FOREIGN.

COMPARISON OF WAGES ON AMERICAN AND FOREIGN VESSELS SAILING FROM NEW YORK, 1914–1918.

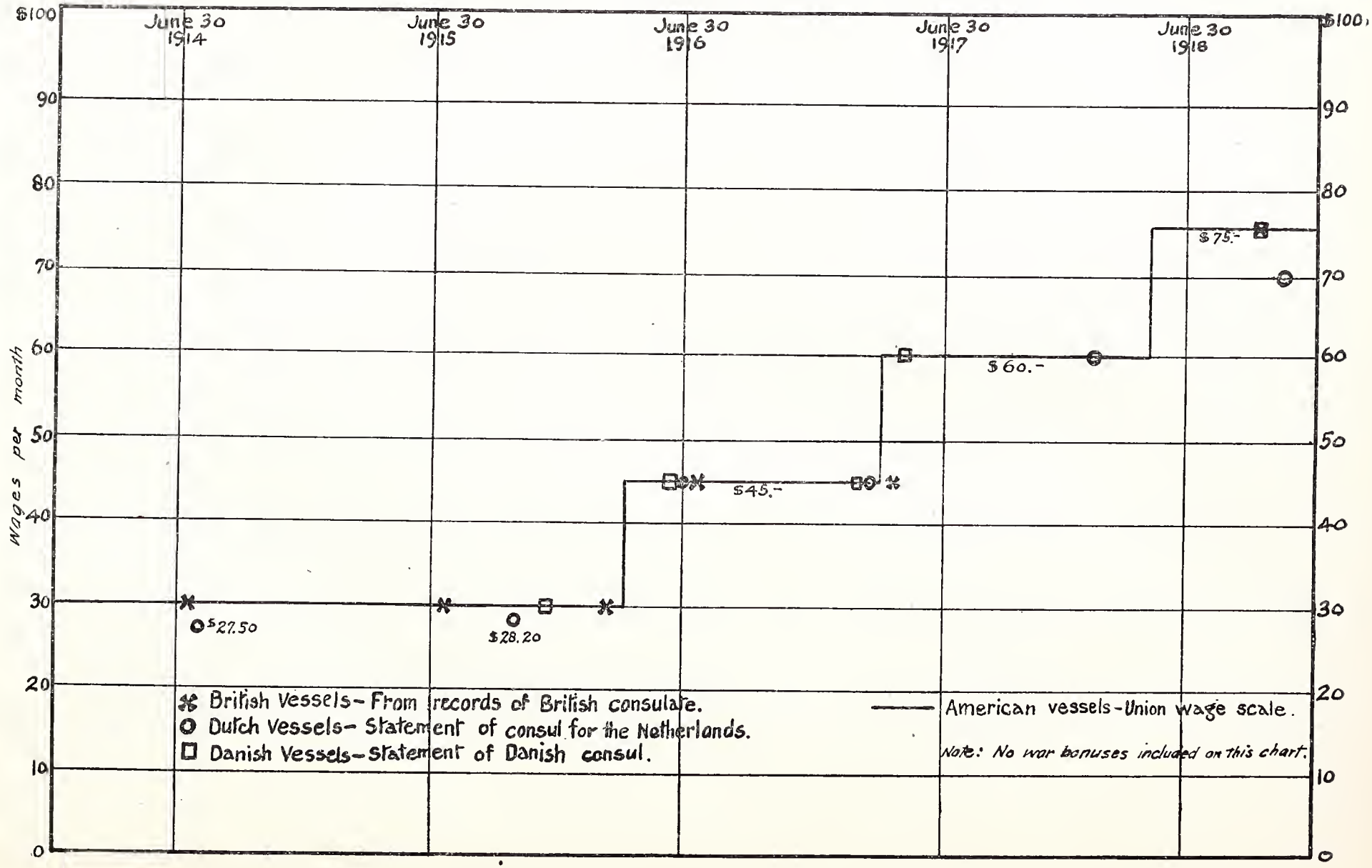
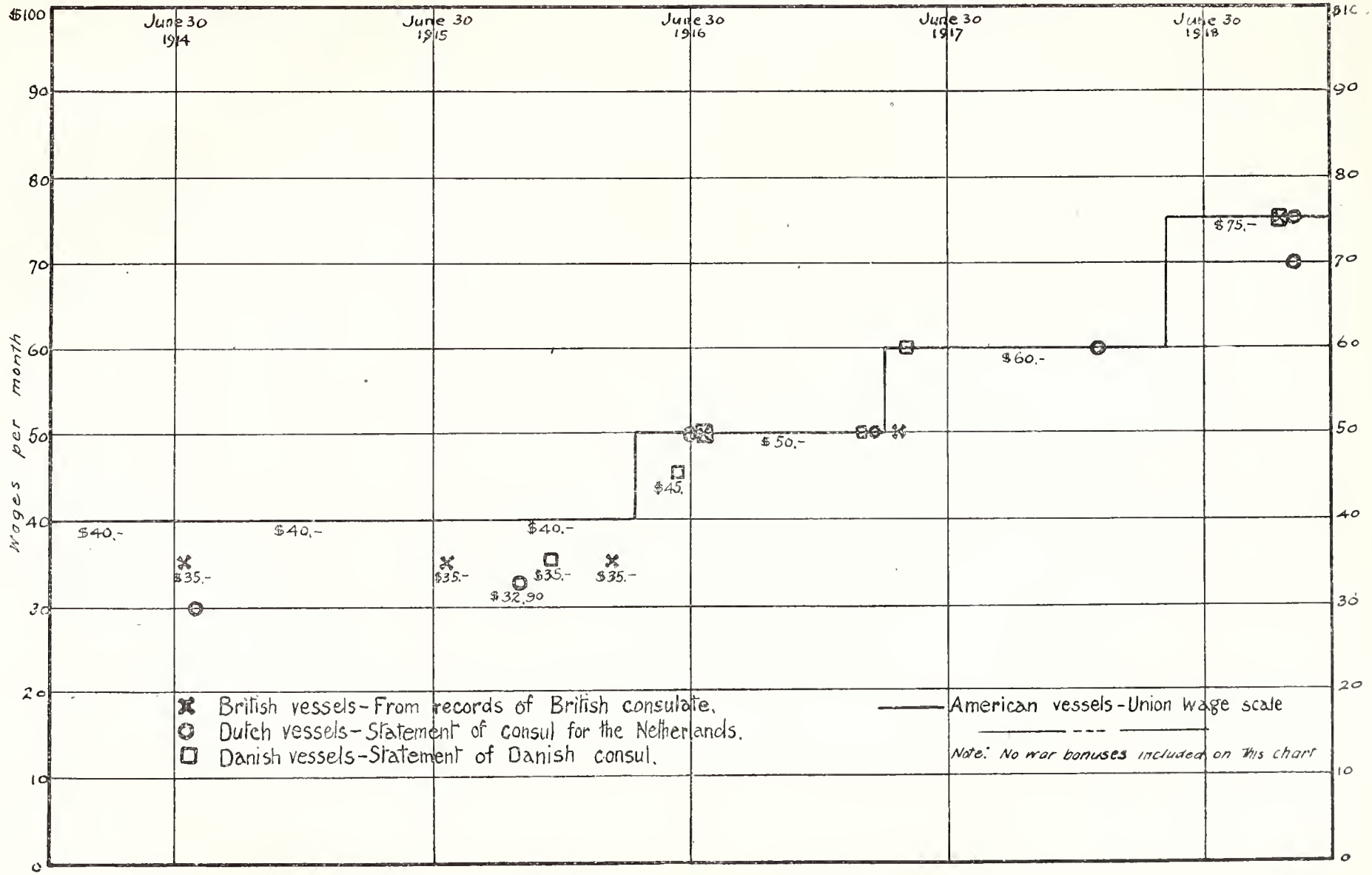


CHART 10.

FIREMEN: AMERICAN AND FOREIGN.

COMPARISON OF WAGES ON AMERICAN AND FOREIGN VESSELS SAILING FROM NEW YORK, 1914–1918.



beginning December 7 and ending December 13, the articles of 48 vessels were examined, of which 23 were British, 8 Norwegian, 6 Danish, 5 Swedish, 2 Dutch, and 1 each French, Belgian, Spanish, and Italian. The figures for the two months were not radically different, and only those for December, being the most complete and recent, will be analyzed.

Of the 23 British vessels whose articles were examined in December, 14 out of the 21 for which the records were clear, or just two-thirds, paid all their able seamen in pounds, and, except in two instances, at the rate of £11 10s. (approximately $57.50). The other 7 British vessels paid all or a part of their able seamen in dollars, and, in all but one case, at $75 flat. Of the 19 British vessels having clear records in the matter of firemen (3 of the British vessels were sailing vessels), 13 paid all their firemen in British money, and, except in two instances, at the rate of £12 (approximately $60). The other 6 British vessels paid all or a part of their firemen in American money, and, in all but one instance, at $75 flat.

In other words, on about one-third of the British vessels leaving New York the second week in December, 1918, all or a part of the crew had been signed on in New York at New York rates. The other two-thirds carried crews that had signed on abroad at English rates.

Two facts seem to account for this apparent diversity of practice.

The preservation of the English rates of $57.50 and $60 for seven months after the United States had advanced from $60 to $75 may be accounted for on the ground of war restriction. As early as the summer of 1918 the differential of $15 was proving to be a disturbing factor in the management of English crews. Mr. H. L. Gray, who made an investigation in England for the Division of Planning and Statistics of the Shipping Board, has written as follows:

> The problem which, so far as crews are concerned, causes anxiety at the moment to the ministry of shipping is the retention of men in the British service. The higher wages offered to seamen in America have led certain British crews who found themselves in American ports to go over to the more lucrative employment. To counteract this tendency the British ministry of shipping has since August, 1918, required that every member of a British crew provide himself with an "Identity and Service" book, which he must be always ready to produce. Failure to show it or procure it exposes him to the operations of the military service acts. The important stipulation attached to this certificate is that the holder may not take service on the merchant vessels of any other nation. By this restrictive device it is hoped that the British crews may be retained intact despite the attraction of higher wages elsewhere.

But this plan seems not to have caused complete satisfaction. Hence in October, 1918, the British Admiralty took another step, which may account for the apparent satisfaction with which, even after the war was over, a majority of the English seamen and firemen were accepting the old rates.

Attached to the first page of one of the British articles examined in November there appeared the following typewritten statement:

In accordance with instructions from the Ministry of Shipping, a war-risk bonus of £3 a month, dating from October 7, 1918, will be paid to all members of the crew except naval ratings, Marconi operators, and barbers.

Apprentices, ordinary seamen, first-voyage trimmers, deck boys, and boys in catering department to be paid at only one-half the above, namely, 30s.

This bonus will not be paid to members of the crew signing on board on terms higher than the standard rates of pay.

Between one-fourth and one-fifth of the British ships whose articles were examined in December contained some notation to the effect that one class of men or another was getting a £3 bonus. No mention of such a bonus was observed on the articles of the other ships. We have been advised, however, by Mr. Henry B. Dielmann, special agent of the Investigation and Inspection Service of the Department of Labor, that on January 22, 1919, "Mr. Thomas Chambers, general treasurer, National Sailors and Firemen's Union of Great Britain and Ireland, also member of the Maritime Board of Great Britain, informed me that a bonus of £3 had been granted to seamen and firemen, effective October 1, 1918. This brings the pay up to £14 10s. and £15, respectively. After the signing of the armistice the £3 bonus continued as an increase and, according to Mr. Chambers, is now regularly paid on British ships." To the extent that this £3 bonus became general, it wiped out practically all of the differential between American and British ships.[1]

In the case of vessels of the four neutral powers of Norway, Denmark, Sweden, and Holland war measures probably interfered less with the working out of normal economic processes. On each of the eight Norwegian vessels that cleared in December and the one which cleared in November both seamen and firemen were paid the American rate in dollars.

On the six Danish vessels clearing in December, four paid seamen and firemen the American rate in dollars. One, a tramp motor ship, paid its sailors in kronen approximately $20.25, the captain stating that the owners would give a bonus, not on the articles, of 120 per

[1] It may be added here, by way of postscript, that as this report was going to press, the articles of 23 British steamships clearing from New York in the week Feb. 23 to Mar. 1, 1919, were examined. The American rate at this time was $75 with no bonus. Of the 23 British vessels, 3 paid all or a part of their able seamen and firemen $75, and 14 others may be classed as paying able seamen £11 10s. and firemen £12, with the addition in each case of a £3 bonus. (Three of the 14 vessels paid their able seamen £12 instead of £11 10s.; 1 paid its firemen £10 instead of £12, excepting 2 firemen who were paid $75.) Thus 17 of the 23 British steamships were paying the American rate or something very close to it. Of the remaining 6 vessels, 2 paid their able seamen £11 10s. and their firemen £12, the articles not showing whether a £3 bonus was paid. The other 4 paid, respectively, £11 and £13, £6 and £19, £7 10s. (both departments), and $65 (both departments).

Official circulars of the British National Maritime Board and Ministry of Shipping, just received (April 3), confirm all findings in this chapter regarding the present pay and bonus of British seamen and firemen.

cent. The other, bound for Iceland, paid $21.60 in kronen to seamen and firemen.

Of the five Swedish vessels clearing in December, the records for one were not clear, three paid both seamen and firemen in dollars at the American rate, and the other paid $20.25 in kronen. Nothing was noted with regard to bonus; but it will be recalled that this is the same figure as that given by the Swedish consul for sailors, in connection with which the statement was made that a round-trip bonus of $27 was also paid.

Of the two Dutch vessels clearing in December, one paid $75; and the other paid seamen $20.40 and firemen $22, in guilders, plus a 30 per cent war bonus.

The Belgian vessel clearing in December paid seamen and firemen £14 10s ($72.50). The Italian vessel paid its able seamen $56.50 and its firemen $59.50, in lire.[1] The French vessel paid its seamen $32 and its firemen $38, in francs.[2] The captain of the Spanish ship stated that the wages of seamen and firemen were $20.[3]

The conclusion to be drawn from these figures would seem to be that, as far as the larger maritime nations are concerned, vessels touching at New York in December, 1918, were, with very few exceptions, in one way or another paying the American wage scale. The wages of American sailors had since 1914 gone up about 150 per cent, and American firemen's wages approximately 90 per cent; but foreign wages had risen a much larger per cent and are now equal to the American rates.[4]

d. CHINESE WAGES.

One of the Norwegian vessels clearing from New York in December carried nine Chinese firemen at $30. There were also six firemen not Chinese at $75.

e. JAPANESE WAGES.

Mr. Paul Scharrenburg, editor of The Seamen's Journal, of San Francisco, has obtained from a Japanese steamship company a record

[1] Statement of owners. These figures include eight different kinds of bonus.

[2] French sailors are "inscribed" in the French naval reserve, and under military regulations.

[3] See note 4, for statement regarding Spanish profit-sharing plan.

[4] It may be added that these conclusions are abundantly confirmed by evidence still coming in. Of 12 Norwegian steamships clearing from New York between Feb. 23 and Mar. 1, 1919, 9 paid all and 2 a portion of their crews $75. Of 10 Danish steamships, 7 paid $75 in both departments. Of 6 Swedish steamships, 3 paid $75 and 1 paid $75 when "away from home." A Brazilian vessel paid 150 milreis ($82.50). On 2 Spanish vessels the pay ranged from $18 to $28.50; but on 1 the captain stated that the crew were allowed 3 per cent of the amount of the cargo, which brought their earnings up to $45, $65, or $75. The Italian vessels seemed to be paying rates equal to or slightly higher than those paid in December. The Belgian and Dutch vessels paid, respectively, from $57.50 to $70, and from $46 to $48 (in pounds and guilders). A Greek vessel clearing from New York before Feb. 23 paid $75, and a Russian vessel $75 (according to information obtained by the Investigation and Inspection Service of the Department of Labor). The French only, of all European countries, maintained a rate as low as $32 and $38. It may be added also that 3 foreign sailing vessels (British, Norwegian, and Danish) and 2 motorships (Danish and Swedish) in each case paid their able seamen $75.

of the wages on a particular vessel in January, 1914, February, 1917, and December, 1918. Both sailors and firemen are divided into many classes, each with wages slightly different from the others. The average wages for all the sailors and firemen, excepting, of course, the petty officers and apprentices, were, during the different years, as follows:

TABLE 76.—*Wages paid seamen on a Japanese vessel sailing from San Francisco, 1914–1918.*

Date.	Sailors.		Firemen.	
	Number of men.	Average wage.	Number of men.	Average wage.
January, 1914	33	$9.27	44	$10.27
February, 1917	27	10.06	41	11.36
December, 1918	27	10.43	43	12.37

It is claimed by Mr. Andrew Furuseth that the Japanese were requested not to take advantage of the provisions of the American seamen's act pending the rendering of decisions by the United States Supreme Court.[1]

f. LASCAR AND MALAY WAGES.

One of the British vessels clearing from New York in December, bound for Freetown and other ports, paid its crew £5. One other vessel seems to have paid a portion of its crew about $30. It has already been noted that, in February, one British vessel paid its able seamen £6 and another paid seamen and firemen £7 10s. The nationality of these crews is not known, but may possibly come under the heading of this section.[2]

[1] There is little authentic information with regard to Japanese wages, in part at least because there is no single wage rate, nor does a record of wages appear on ships' articles. Such evidence as is available indicates, however, that wages are higher on the Atlantic than on the Pacific, and that they are rising.

Bunji Suzuki, president of the Laborers' Friendly Society of Japan, is quoted in the Seamens' Journal (Feb. 5, 1919) as having declared at the Galveston convention of the International Seamen's Union (January, 1919) that the wages of seamen in Japan are about 30 yen ($15), and that wages are twice as high now as several years ago. He claimed about 6,000 members for the Japanese seamen's union, and declared their intention of raising Japanese wages to the international rate.

The captain of a Japanese vessel which cleared from New York on Feb. 24, 1919, stated that the wages of able seamen and firemen ranged from $25 to $30. Another captain placed the rate on his vessel at about $50; but it is believed that from $20 to $30 is more typical. As a rule the crews on Japanese vessels are considerably larger than on American vessels.

[2] In February the Investigation and Inspection Service of the Department of Labor examined the articles of a British vessel on which a Malay crew was rated at $29 and $31, Shanghai dollars. A British vessel employing a Lascar crew paid from $10.36 to $13.60 for seamen, and $12.31 for firemen.

3. WAGES OF LICENSED OFFICERS.

In the case of licensed officers, the seamen's act could hardly be a factor, except in the roundabout sense that an increase in the wages of the crew might make it necessary to raise the pay of their superiors. Inasmuch as, in times of peace, only American citizens can be employed as officers in the American merchant marine,[1] the wages of licensed officers have been worked out independently here and abroad, on the basis of whatever economic or special war-time conditions have prevailed in the various countries.

An analysis of wages in the two countries of Great Britain and Norway shows that, as far as British licensed officers are concerned, the wage level has been a moderate one. Table 77 and Chart 11 show the wages of licensed officers on British ships clearing from New York, December 7–13, 1918. The power tonnage classification is approximate, as no figures were available for indicated horsepower. The vessels have been placed in the same classes into which it was found that American vessels of the same gross tonnage ordinarily fall. On some of the British articles the figures for licensed officers seem not to have been complete. All those for which there is a record, and for which the gross tonnage of the vessels is available, have, however, been tabulated.

If Table 77 be compared with Table 24 it will be observed that the average wages of the chief engineer, first mate, and first assistant engineer on the one-third of the British vessels falling in class A are either very slightly higher or very slightly lower than the American base rate. In the case of every other grade of officer, however, the British wage falls below the American rate, even if the £3 bonus paid on at least a part of the British vessels be taken into consideration. This differential is much greater if the British rate be compared with the American coastwise, West Indian, Central and South American rate, which about two weeks later was to become the American standard for both coastwise and trans-Atlantic service.

The wages of licensed officers on Norwegian vessels, on the contrary, were in several cases very much higher than the American rates. Table 78 lists the Norwegian licensed officers, and Chart 11 shows the wide range in the wages of Norwegian first mates and first assistant engineers.

[1] Under special war proclamations, 2,091 foreigners were, during the period Sept. 4, 1914–Feb. 26, 1919, granted provisional licenses to serve as officers in the American merchant marine.

TABLE 77.—*Wages of licensed officers on British vessels clearing from New York, December, 1918.*

[The classification is approximate.]

United States Shipping Board classification, Jan. 1, 1919.	First mate.		Second mate.		Third mate.		Chief engineer.		First assistant engineer.		Second assistant engineer.		Third assistant engineer.	
	No.	Wages.	No.	Wages.	No.	Wages.	No.	Wages.	No.	Wages.	No.	Wages.	No.	Wages.
CLASS A.—(*Over 20,000 p. t.*)	1	$190.00	1	$118.25	1	$94.00	1	$275.00	2	$180.00	2	$145.00	1	$130.00
	1	185.00	.....	.....	.....	.....	2	250.00	1	170.00	1	137.50	.....	.....
	1	175.00	.....	.....	.....	.....	1	235.00	1	155.00	1	125.00	.....	.....
	2	160.00	.....	.....	.....	.....	1	220.00	2	148.50	2	115.00	.....	.....
	1	148.50	.....	.....	.....	.....	1	208.12	1	145.00	1	94.06	.....	.....
	1	145.00	.....	.....	.....	.....	1	195.00	.....	.....	.....	.....	.....	.....
Average wage	**7**	**166.21**	**1**	**118.25**	**1**	**94.00**	**7**	**233.30**	**7**	**161.00**	**7**	**125.22**	**1**	**130.00**
CLASS B.—(*20,000 to 12,000 p. t.*)	1	140.00	.....	.....	.....	.....	1	180.00	1	135.00	1	115.00	.....	.....
Average wage	**1**	**140.00**	.....	.....	.....	.....	**1**	**180.00**	**1**	**135.00**	**1**	**115.00**	.....	.....
CLASS C.—(*12,000 to 7,500 p. t.*)	1	132.00	1	110.18	1	91.31	2	175.00	1	132.00	1	104.81	1	91.37
	1	130.00	2	102.50	1	85.00	1	168.75	1	130.00	2	102.50	2	85.00
	2	120.00	.....	.....	1	70.00	1	145.00	2	120.00	1	97.50	.....	.....
Average wage	**4**	**125.50**	**3**	**105.06**	**3**	**82.10**	**4**	**165.94**	**4**	**125.50**	**4**	**101.83**	**3**	**87.12**
CLASS D.—(*7,500 to 5,000 p. t.*)	1	120.00	.....	102.50	.....	.....	1	160.00	1	125.00	2	102.50	1	85.00
	1	117.50	.....	.....	.....	.....	2	130.00	2	115.00	1	97.50	.....	.....
	1	115.00	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Average wage	**3**	**117.50**	.....	**102.50**	.....	.....	3	**140.00**	**3**	**118.33**	**3**	**100.83**	**1**	**85.00**
CLASS E.—(*Below 5,000 p. t.*)	1	145.00	.....	102.50	1	85.00	1	170.00	1	145.00	1	130.00	1	85.00
	1	125.00	.....	.....	.....	.....	1	160.00	1	125.00	1	100.00	1	55.00
	1	80.00	.....	.....	.....	.....	1	117.50	1	80.00	1	65.00	.....	.....
Average wage	**3**	**116.67**	.....	**102.50**	**1**	**85.00**	**3**	**149.17**	**3**	**116.67**	**3**	**98.33**	**2**	**70.00**

TABLE 78.—*Wages of licensed officers on Norwegian vessels clearing from New York, December, 1918.*

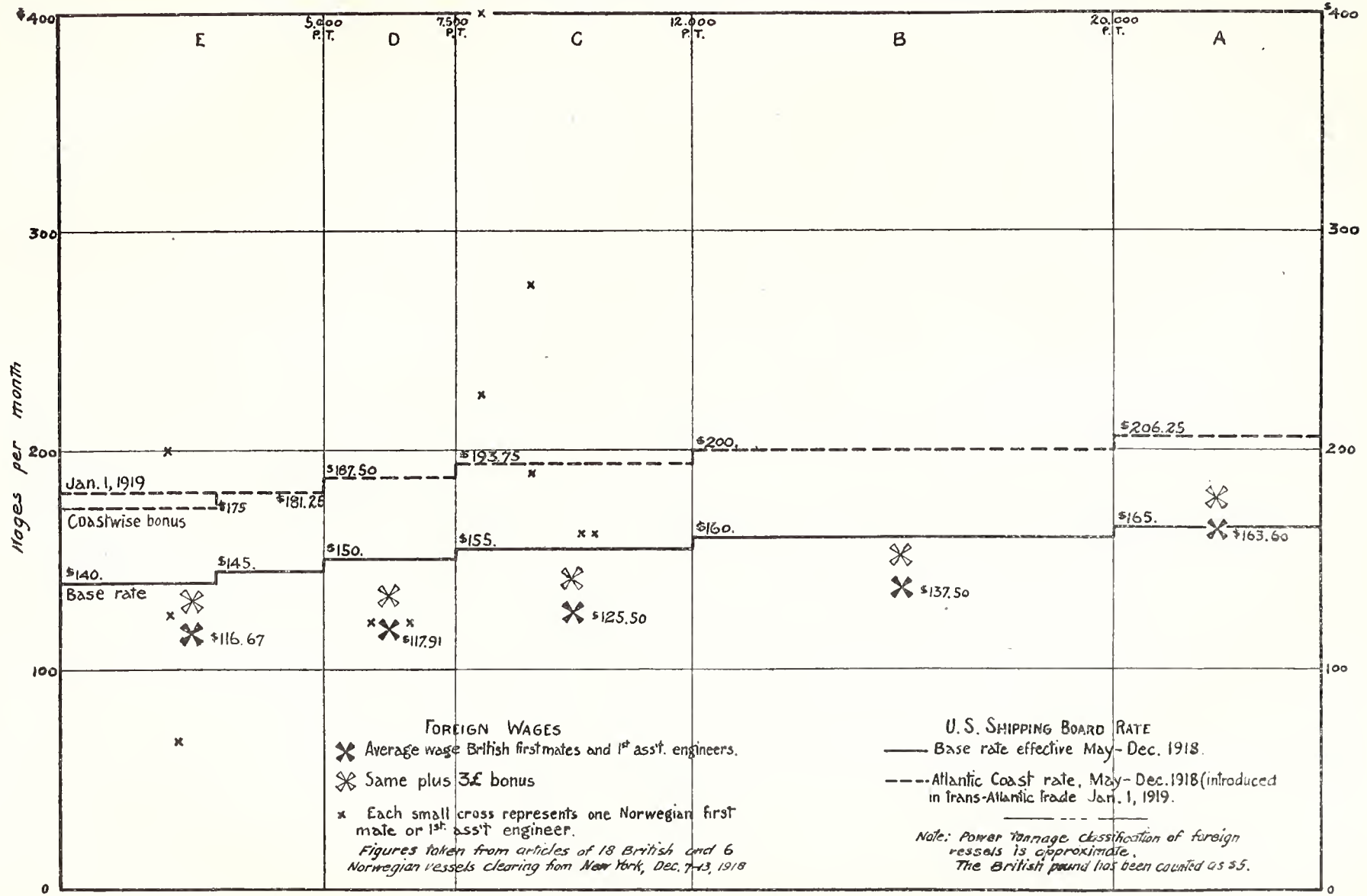
[The classification is approximate.]

United States Shipping Board classification, Jan. 1, 1919.	First mate.		Second mate.		Third mate.		Chief engineer.		1st assistant engineer.		2d assistant engineer.	
	No.	Wages.	No.	Wages.	No.	Wages.	No.	Wages.	No.	Wages.	No.	Wages.
CLASS C.—*(12,000 to 7,500 p. t.)*	1	$400.00	.....	.....	.....	.....	1	$440.00	1	$225.00	1	$148.50
	1	275.00	.....	.....	.....	.....	1	425.00	1	189.00	1	108.00
	1	162.00	.....	.....	.....	.....	1	250.00	1	162.00	.....	.....
Average wage	**3**	**279.00**	.....	.....	.....	.....	**3**	**371.67**	**3**	**192.00**	**2**	**128.25**
CLASS D.—*(7,500 to 5,000 p. t.)*	1	121.50	1	94.50	1	108.00	1	202.50	1	121.50	.....	.....
Average wage	**1**	**121.50**	**1**	**94.50**	**1**	**108.00**	**1**	**202.50**	**1**	**121.50**	.....	.....
CLASS E.—*(Below 5,000 p. t.)*	1	125.00	.....	.....	.....	.....	1	300.00	1	200.00	1	160.00
	.....	.....	.....	.....	.....	.....	1	300.00	1	67.50	1	110.00
Average wage	**1**	**125.00**	.....	.....	.....	.....	**2**	**300.00**	**2**	**133.75**	**2**	**135.00**

CHART 11.

LICENSED OFFICERS: AMERICAN AND FOREIGN.

COMPARISON OF WAGES OF FIRST MATE AND FIRST ASSISTANT ENGINEER ON AMERICAN, BRITISH, AND NORWEGIAN VESSELS SAILING FROM NEW YORK, DECEMBER, 1918.



The shipping articles for Danish, Swedish, and Dutch vessels appear to show an anomalous situation in those countries as respects the wages of licensed officers. On all but one of the Danish vessels the earnings of licensed officers, as far as was shown by the articles, ranged from a maximum of about $80 paid the chief engineer (our records do not include the master) to about $40 paid the lowest rank of licensed officers. On the Swedish vessels the wage began at from $80 to $85 for the chief engineer, and ranged downward to less than $40 for the lower officers. On the Dutch vessels the chief engineer was paid $108, and the lowest class of officers from $36 to $46. It seems almost certain, however, that the officers on all or a part of these vessels were being paid bonuses that did not appear on the articles. Thus, it has already been explained that the captain of a Danish vessel said that all of his crew would receive a bonus of 120 per cent over the wages shown on the articles. And in the case of Swedish vessels, though no mention of bonuses was made on the articles, the Swedish consul had, in the case of the crew, reported the making of such payments.[1]

According to a statement made by an Italian steamship company the pay of Italian licensed officers ranges from $304 for the chief engineer to $156 for the lowest officer. These figures include 7 different kinds of bonuses. The articles for the Belgian ships showed wages ranging from $180 to $140. The French ship paid its chief engineer $120 a month and its lowest officer $70.[2] The figures for the Spanish ship ranged from $125 to $50.[3]

[1] Questions respecting bonus payments were largely cleared away as the result of the more careful inquiry made the last of February, 1919. It has been found that on all or most of the British vessels clearing from New York a £3 bonus is now being paid (February–March); that Danish vessels are paying their officers bonuses running as high as 160 per cent, including amounts for "war risk," "high cost of living," and "Atlantic coast bonus"; that Swedish vessels paid their officers as high as three times the amount appearing on the articles; that the officers on the Dutch vessels were expecting an increase of 100 per cent.

These bonuses are rarely, if ever, noted on the articles. In the case of licensed officers on Danish, Swedish, and Dutch vessels, therefore, the articles simply show the view of the owners as to what the officers ought to receive in normal times, but not with any degree of accuracy what the officers are actually receiving. The figures for Norwegian and British vessels appear to be more nearly accurate.

[2] In February, French officers were being paid a bonus of 50 francs—30 francs in the case of the second assistant engineer.

[3] See p. 150, note 4, for statement with regard to Spanish profit-sharing plan.

CHAPTER XI.

COMPARISON OF INCREASES IN WAGES OF MARINE AND DOCK EMPLOYEES WITH RISE IN THE COST OF LIVING.

Table 80 compares the increases in the wages of marine and dock employees with the rise in the cost of living. The figures for the rise in the cost of living have been gathered by the United States Bureau of Labor Statistics, and represent the increase during the various periods specified, in the retail prices of the various items that make up a typical family budget. The question as to how large a portion of the family budget should be assigned to food, housing, clothing, or any one item was decided as the result of extensive investigations into the actual expenditures of a group of families in each of the ports covered.

The figures given for the North Atlantic district are an average for the ports of Boston, New York, Philadelphia, Baltimore, and Norfolk, except that only the New York figures are as yet available for December, 1918. The figures for the South Atlantic ports include Savannah and Jacksonville (white families). Those for the gulf include Mobile and Houston, except that Mobile only is represented for December, 1918. The Pacific ports comprise Los Angeles, San Francisco, Portland, and Seattle, except that Seattle is not included in the December, 1918, figures. The Great Lakes ports include Buffalo and Detroit.

Table 79 will give a general idea as to the nature of the cost-of-living figures.

TABLE 79.—*Per cent increase in cost of living, New York district, 1914–1918.*

Items of expenditure.	Per cent of increase in retail prices in December, 1915, 1916, and 1917, and in August and December, 1918, above the prices in December, 1914.				
	December, 1915.	December, 1916.	December, 1917.	August, 1918.	December, 1918.
Clothing:					
Male	4.78	20.32	51.40	95.59	126.39
Female	4.87	24.73	57.63	112.86	137.15
Clothing only	4.82	22.31	54.21	103.39	131.25
Furniture and furnishings	8.43	27.60	56.47	104.55	121.51
Food	1.34	16.26	55.28	65.40	85.99
Housing	[1]—.10	[1]—.05	2.63	5.52	6.47
Fuel and light	[1]—.06	10.98	19.92	25.20	45.47
Miscellaneous	1.97	14.91	44.68	62.07	70.01
All items	1.97	14.91	44.68	62.07	78.79

[1] Decrease.

TABLE 80.—*Comparison of wage advances and increase in cost of living, 1914–1918.*

I. PER CENT INCREASE IN COST OF LIVING.

District.	Dec., 1914.	Dec., 1915.	Dec., 1916.	Dec., 1917.	Aug., 1918.	Dec., 1918.
North Atlantic (5 ports)	0	0.8	15.7	44.6	69.9	[1] 78.8
South Atlantic (2 ports)	0	0.6	14.7	42.1	60.2	74.3
Gulf (2 ports)	0	[2] −0.4	15.1	44.1	57.1	[3] 72.4
Pacific (4 ports)	0	[2] −1.9	7.4	30.0	[4] 44.2	[5] 60.9
Great Lakes (2 ports)	0	3.5	23.3	50.5	.....	81.1

II. PER CENT INCREASE IN WAGES OF LICENSED OFFICERS.

Trade.	July, 1914.	July, 1915.	July, 1916.	July, 1917.	July, 1918.	Jan. 1, 1919.
First mate:						
Trans-Atlantic [6]	0	5.8	18.4	32.3	41.5	76.8
Atlantic and Gulf coastwise [7]	0	0.4	24.9	43.3	96.7	96.7
West Indian, Mexican, Central and South American [7]	0	8.3	31.3	71.3	96.8	96.9
Pacific	0	2.2	16.9	20.8	43.1	43.1
Second mate:						
Trans-Atlantic [6]	0	19.0	38.6	56.4	75.0	118.8
Atlantic and Gulf coastwise [7]	0	1.4	28.4	46.3	124.8	124.8
West Indian, Mexican, Central and South American [7]	0	10.0	39.0	84.0	125.2	125.4
Pacific	0	0.9	18.6	26.3	51.9	51.9
Chief engineer:						
Trans-Atlantic [6]	0	[2] −3.8	10.3	14.6	13.7	42.2
Atlantic and Gulf Coastwise [7]	0	0.9	13.1	41.4	52.2	52.2
West Indian, Mexican, Central and South American [7]	0	1.2	15.3	46.0	51.0	51.2
Pacific	0	0	11.0	10.9	36.4	36.4
First assistant engineer:						
Trans-Atlantic [6]	0	[2] −1.1	18.3	26.4	42.2	77.8
Atlantic and Gulf coastwise [7]	0	1.3	20.0	50.0	80.6	80.6
West Indian, Mexican, Central and South American [7]	0	0.6	19.8	53.2	77.5	77.6
Pacific	0	2.1	12.5	12.7	44.9	44.9
Second assistant engineer:						
Trans-Atlantic [6]	0	1.0	36.8	52.0	69.1	111.4
Atlantic and Gulf coastwise [7]	0	2.5	23.0	54.3	81.8	81.8
West Indian, Mexican, Central and South American [7]	0	1.7	23.4	59.2	80.8	81.0
Pacific	0	0	14.9	19.4	46.6	46.6
Average for the five licensed officers:						
Trans-Atlantic [6]	0	4.2	24.5	36.3	48.3	85.4
Atlantic and Gulf coastwise [7]	0	1.3	21.9	47.1	87.2	87.2
West Indian, Mexican, Central and South American [7]	0	4.4	25.8	62.7	86.3	86.4
Pacific	0	1.0	14.8	18.1	44.6	44.6

[1] New York only. [2] Decrease. [3] Mobile only. [4] June, 1918.

[5] Los Angeles, San Francisco, and Portland only.

[6] The trans-Atlantic figures do not include war bonuses, which started at a low level about 1915, and rose until in 1917 and 1918 they amounted to 50 per cent. The figures given for January 1, 1919, are for a period after the bonuses had been dropped.

[7] Includes coastwise bonuses where given.

TABLE 80.—*Comparison of wage advances and increase in cost of living, 1914–1918*—Continued.

III. PER CENT INCREASE IN WAGES OF ABLE SEAMEN AND FIREMEN.

Trade.	July, 1914.	July, 1915.	July, 1916.	July, 1917.	July, 1918.	Dec., 1918.
Able seamen:						
Trans-Atlantic [1]	0	0	51.8	108.0	164.2	164.2
Atlantic and Gulf coastwise [2]	0	0	47.2	97.0	147.0	147.0
West Indian, Mexican, Central and South American [2]	0	[3] −1.3	41.9	83.5	145.7	145.7
Pacific	0	.3	40.8	42.8	81.7	81.8
Firemen:						
Trans-Atlantic [1]	0	1.9	22.4	52.9	89.4	89.4
Atlantic and Gulf coastwise [2]	0	2.2	24.8	51.1	88.5	88.5
West Indian, Mexican, Central and South American [2]	0	[3] −0.5	25.0	55.1	90.5	90.5
Pacific	0	.3	12.5	13.0	44.6	44.6

IV. PER CENT INCREASE IN WAGES OF LONSHOREMEN.

District.	July, 1914.	July, 1915.	July, 1916.	July, 1917.	July, 1918.	Dec., 1918.
Deepwater longshoremen:						
North Atlantic ports	0	1.7	21.6	30.1	74.7	122.6
South Atlantic ports	0	0	0	11.1	44.4	122.2
Gulf ports	0	0	0	4.4	36.2	77.1
Pacific ports	0	0	2.3	29.2	55.9	55.9
Coastwise longshoremen:						
North Atlantic ports	0	0	11.6	20.5	69.5	161.0
South Atlantic ports	0	0	0	22.4	64.6	79.4
Gulf ports	0	0	0	16.7	44.3	53.3
Pacific ports	0	0	2.7	29.9	61.1	61.1

V. PER CENT INCREASE IN WAGES OF EMPLOYEES ON NEW YORK HARBOR CRAFT.

Type of craft.	July, 1914.	July, 1915.	July, 1916.	July, 1917.	Jan, 1918.	Dec., 1918. [4]
Officers on towboats	0	[3] −0.4	5.6	14.2	25.5	33.5
Crew on towboats	0	1.8	13.6	27.7	35.6	60.4
Officers on ferryboats	0	[3] −0.2	1.2	4.6	7.7	20.9
Crew on ferryboats	0	[3] −0.9	1.7	5.7	19.7	42.6
Captains on covered barges	0	0.6	8.1	17.9	37.6	88.0
Captains and engineers on lighters with hoists	0	1.7	12.1	21.1	31.7	86.5
Captains on coal boats, grain boats, and scows	0	0.5	11.2	31.9	49.8	89.4
Floatmen on car floats	0	0.0	7.1	16.9	38.3	72.3

[1] The trans-Atlantic figures do not include war bonuses, which started at a low level about 1915, and rose until in 1917 and 1918 they amounted to 50 per cent. The figures given for December, 1918, are for the last part of the month, at which time war bonuses were no longer being paid.

[2] Includes coastwise bonuses where given.

[3] Decrease.

[4] The per cent increase shown for December, 1918, over July, 1914, is an approximation, being based on an average between the two sets of figures shown for December, 1918, on Table 60, pp. 128–129.

Table 81 shows the increase or decrease in the purchasing power possessed by the various classes of marine and dock labor, taking into consideration both wage advances and the increase in the cost

of living. As in the other tables in this report, no account is taken of changes in overtime earnings.

In the case of vessels operating out of New York, wage advances are compared with the increase in the cost of living in New York; in the case of vessels operating out of San Francisco, the comparison is with the increase in the cost of living for the ports of Los Angeles, San Francisco, and Portland. The wage advances of longshoremen are compared with the increase in the cost of living for each district as given in Table 80.

TABLE 81.—*Comparison of increases or decreases in the purchasing power of marine and dock employees, Jan. 1, 1919, over July, 1914, after allowing for increase in the cost of living December, 1914, to December, 1918.*

[The plus sign (+) indicates an increase, the minus sign (−) a decrease.]

Occupation.	Vessels sailing from New York.			Vessels sailing from San Francisco.
	Trans-Atlantic.	Atlantic and Gulf coastwise.	West Indian, Mexican, Central and South American.	
Licensed officers:	*Per cent.*	*Per cent.*	*Per cent.*	*Per cent.*
First mate	− 1.1	+10.0	+10.1	−11.1
Second mate	+22.4	+25.7	+26.1	− 5.6
Chief engineer	−20.5	−14.9	−15.4	−15.2
First assistant engineer	− .6	+ 1.0	− .7	− 9.9
Second assistant engineer	+18.2	+ 1.7	+ 1.2	− 8.9
Average	+3.7	+4.7	+4.3	−10.1
Seamen:				
Able seamen	+47.8	+38.1	+37.4	+13.0
Firemen	+ 5.9	+ 5.4	+ 6.5	−10.1
Average	+26.9	+21.8	+22.0	+1.5

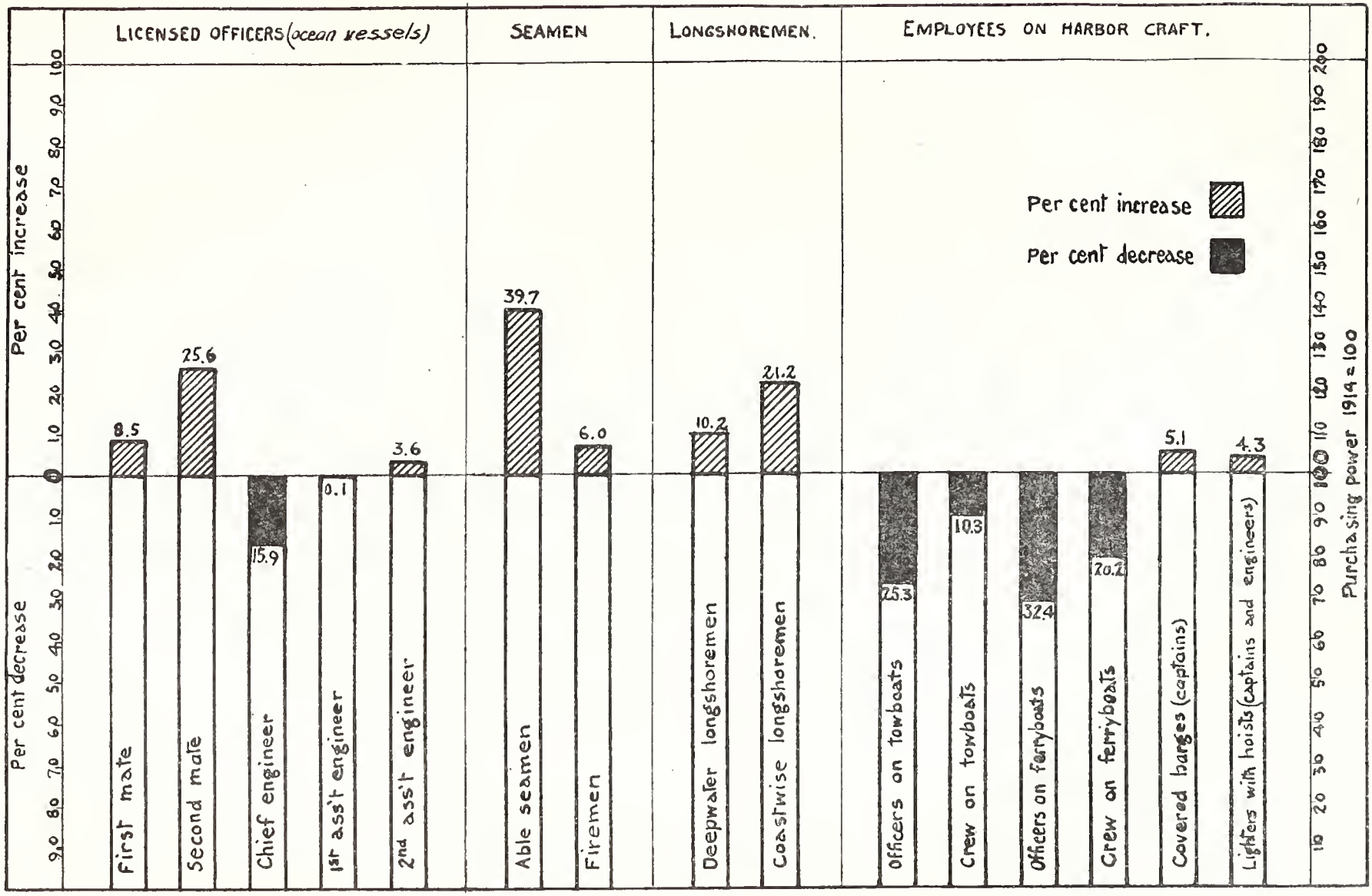
Occupation.	Longshoremen, classified by districts.			
	North Atlantic.	South Atlantic.	Gulf.	Pacific.
	Per cent.	*Per cent.*	*Per cent.*	*Per cent.*
Deepwater longshoremen	+24.5	+27.5	+ 2.7	−3.1
Coastwise longshoremen	+46.0	+ 2.9	−11.1	+ .1

Occupation.	New York City harbor craft.			
	Towboats.	Ferryboats.	Covered barges.	Lighters with hoists.
	Per cent.	*Per cent.*	*Per cent.*	*Per cent.*
Officers on harbor craft	−25.3	−32.4	+5.1	+4.3
Crew on harbor craft	−10.3	−20.2	.....	.....

Chart 12 shows graphically the increase or decrease in the purchasing power of marine and dock employees working at or operating out of New York.

CHART 12.

INCREASES, OR DECREASES, IN PURCHASING POWER, MARINE AND DOCK EMPLOYEES, PORT OF NEW YORK, 1914–1918.



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CHAPTER XII.

COMPARISON OF MARINE AND DOCK WAGES WITH THOSE PAID IN LAND INDUSTRIES.

Just enough of a comparison will be drawn in this chapter to indicate whether, on the whole, the wage rates for marine and dock employees which have been evolved during the war, and which have resulted from the special method of wage fixation now characteristic of American marine employments, are to be regarded as excessive or out of line with wages as established elsewhere or by other methods.

It is difficult to find shore employments wholly comparable to marine and dock labor. Certain comparisons may be made, however, between wages paid some classes of labor engaged in the construction of vessels with labor employed in the operation of vessels. Both of these employments are typical war industries where during the past year the demand for skilled men has been wholly abnormal.

At the close of the war, wage figures show that able seamen were not being paid as high rates as common labor in shipyards. The rate for common labor in shipyards was 46 cents an hour for eight hours, with time and a half for overtime; or $4.37 for a 9-hour day, and $6.44 for a 12-hour day. Seamen work 9 hours in port and 12 at sea and receive $2.50 per day plus their board. Deducting $1 a day for board, there is still left a differential of from 87 cents to $2.94 a day in favor of common labor.

Able seamen, however, are not properly classed as common labor. To obtain a certificate as able seaman, that can be used for sea service, a man must have passed through an apprenticeship of three years, or an apprenticeship of one year supplemented by the meeting of certain requirements as to training or skill. Seamen might, therefore, more fittingly be compared with shipyard helpers, who receive 54 cents an hour. For a 9-hour day these helpers receive $5.13 and for 12 hours $7.56, or from $1.63 to $4.06 per day more than seamen, always allowing $1 per day for the cost of board of the latter.

Firemen, oilers, and water tenders in power houses receive 54 cents an hour for eight hours. That makes their earnings $4.32 per

day. The same men on board ship receive $2.50 or $2.67 per day and their board. The work on the ship, moreover, is more difficult and the conditions of work are more trying. The overtime rate for firemen ashore is 81 cents, while at sea it is 60 cents. First-class carpenters in shipyards receive $6.40 for an eight-hour day, while a ship carpenter receives $3 per day and board.

Longshoremen, like seamen, do work that is different from any that is done in non-marine industries, the only adequate comparison being found in the operators of hoisting engines and winchmen in shipyards. These men receive 80 cents an hour, while the same class of labor handling hoisting winches on ships receive 65 cents or 70 cents per hour.

The best test, however, as to whether marine and dock wages, as fixed by cooperative agreement between the Shipping Board, the private employers, and the employees, have been excessive—or out of line with what the industry ought to have paid—is to make a comparison within the shipping industry itself between those wages that have been fixed by arbitration and those which have been fixed by other methods.

The one important port in the United States where the Shipping Board's system of arbitration has not been in force is San Francisco. Here the employers refused to deal with the International Longshoremen's Association. Consequently, the National Adjustment Commission had no jurisdiction, and wages were fixed without the intervention of any governmental agency. Yet, during the war San Francisco led all ports in the United States in the matter of wage increases and reduction of hours for longshore labor. It was the first Pacific port to introduce the 8-hour day and to pay longshoremen 80 cents an hour.

The precedent established at San Francisco was influential in bringing the 8-hour day to North Atlantic ports. The 80-cent rate established on the Pacific coast last winter made an increase from 50 cents to 65 cents on the Atlantic, occurring 8 months later, seem moderate. The situation is the more striking owing to the fact that the increase in the cost of living on the Pacific coast during the war has been substantially less than on the Atlantic coast. It has been claimed that the high rates and shorter hours referred to above were introduced in San Francisco in order to exclude the International Longshoremen's Association from that port. The action resulted in similar increases being given at a later date all along the Pacific, and is to-day a substantial influence for higher rates on the Atlantic.

The one district in which the chief employers of licensed officers and seamen were not working under either arbitration or a cooperative agreement was the Great Lakes. But in fixing the wages of seamen,

the Lake Carriers' Association has in all instances either equaled or passed the rates awarded for the same district by the Shipping Board. If the 1918 rates paid licensed officers of the Lake Carriers' Association (including bonus) be compared with the Atlantic rates established by the Shipping Board, it will be found that the Lake Carriers' Association was paying the chief engineers on two classes of lake vessels a salary higher than that awarded by the Shipping Board in December, 1918, for the largest class of trans-Atlantic liners. All the first mates and first assistant engineers in the Lake Carriers' classes A, B, C, and D were paid higher wages *per month* than the Shipping Board awarded first officers on the largest Atlantic vessels. Even the *annual earnings* of first mates and first assistant engineers in the Lake Carriers' classifications A and B (these officers were idle a month) were higher than the wages awarded (for 12 months' work) to first officers on ocean vessels running up as high as 12,000 power tons. Only when it came to the lower grades of officers, or the smaller lake ships, were the men who officered the ocean vessels awarded earnings in excess of those received on the Lakes.

In conclusion, it should be stated that ship labor has always been paid somewhat less than in corresponding employment on land. It is nevertheless true, that under the excessive demand for marine labor, due to the war, a hostile and unscrupulous labor organization might easily have wiped out all such wage differentials.

It will be seen from the few comparisons here cited that the friendly cooperative relations established with union labor did not result in undue wage increases, as compared with wages in shipyards, or with wages fixed without the cooperation of the leading unions. On the contrary this policy was responsible for preventing such extreme and perhaps unfair wage increases as did at times occur in shore industries where the demand for men exceeded the supply.

Marine and dock labor took a reasonable position during the war, because they believed that in the long run it would be the wisest policy both for themselves and for American shipping. It is hardly necessary to add that, in assuming this attitude, they also helped to win the war.

CHAPTER XIII.

STANDARDIZATION OF WORKING CONDITIONS.

The chief advantage in a system of wage rates established by general agreement among all the parties involved is not that wages are necessarily higher or lower than they would otherwise be. The gain lies rather in the saving of the immense amount of money and energy that is ordinarily spent in connection with controversies over wage problems. Instead of nursing real or fancied grievances, employees may put their strength into the development of interest in their work, and the performance of efficient service. Instead of consuming themselves in profitless underbidding or overbidding for labor, employers and managers may, to a very large extent, get away from this aspect of affairs and find themselves free to take up the more important problems of increasing output and eliminating defective processes. Employers will also know that their competitors are paying wages equal to their own.

The progress which has been made during the war with regard to the standardization of wages is but the necessary groundwork for a much larger constructive effort which the American merchant marine should now be ready to embark upon, provided the foundations of peaceful understanding already laid are not swept away in the confusion of transition from war to peace conditions. The employers, the employees, and the Shipping Board were, at the close of the war, in a position to proceed with the gradual evolution of working conditions and working methods which would tend to make the operation of the American merchant marine the most improved that could be developed as the result of the united will and intelligence of both owners and men.

Perhaps the most effective method of diverting the thoughts and abilities of employees from possible insubordination and discontent to the giving of real heart and assistance to furthering the interests of production, is to work out first those changes in working conditions which are of mutual advantage to both owners and employees. It is, for instance, in the interest both of the employer and employee that living conditions be such as not to cause sickness or interfere with the maintenance of the employee in full efficiency of body and mind. It is also essential to the peace of mind and satisfaction, both of employer and employee, that annoying distinctions between methods of computing wages or counting time be eliminated, and that the general treatment of labor be standardized along lines that will not by a thousand illogical practices suggest that in this place or that labor is not getting its due.

The confidence of labor having been won by intelligent action with regard to these problems, those responsible for the conduct of industry may then go to the men and find them in the spirit of acceding to and helping develop those changes in the method of carrying on work, which, for the men, mean primarily greater service, and, for the management, greater accomplishment.

In the particular instance of marine labor, a good illustration of the importance of standardization is found in the matter of computing overtime. Not only has the method of counting overtime varied a great deal according to the line of vessels involved, but it has also been different on various ships of the same company. The effects of these differing practices on seamen or officers moving from one vessel to another is apparent. Formerly the rules with regard to overtime also varied between the different departments of licensed officers; but the Shipping Board, by its decisions, has changed this condition.

The various detailed steps by which the Shipping Board has proceeded toward standardization have been enumerated in the first part of this report. The text of the actual regulations issued will be found in the appendix. It need only be said here that the attempts at standardization which have been made thus far have been chiefly limited to such matters as the classification of licensed officers and stewards; the wage rates of officers, seamen, and longshoremen; working rules, including regulations regarding overtime; meal-hour arrangements and pay; compensation for loss of personal effects due to war risk; the dilution of labor; the condition of forecastles; and, to a limited degree, the organization and operation of ships' crews. There have frequently arisen, of course, concrete questions with regard to what action should be taken in the case of particular ships, and in such cases the Shipping Board has endeavored to work toward a uniform policy. Also the National Adjustment Commission has passed on numerous questions with regard to the working rules of longshoremen. Even where working rules have been issued, however, a great deal yet needs to be done in the matter of definition and administration.

Occupied as the Shipping Board has been with the effort to maintain the peace and establish at least a basis for harmonious relations between employer and employee, it has not as yet been in a position to make more than a beginning in the matter of standardization. It is, however, the one phase of the work described in this report which, if rightly conducted, should offer the most promise.

The standardization of working conditions is, furthermore, needed with peculiar and special urgency at the present moment, as it would do much to stabilize labor conditions and reduce unrest during the critical period of reconstruction that has now come upon us.

APPENDIX

APPENDIX.

The complete text of several of the more important agreements and awards affecting marine and dock labor is printed below.

1. ATLANTIC AGREEMENT.

MEMORANDUM.

WASHINGTON, D. C., *August 8, 1917.*

The conference between the Shipping Board, the Committee on Shipping of the Council of National Defense, and representatives of the International Seamen's Union was called to order at 9.30 p. m., May 8, 1917, Chairman Denman, of the Shipping Board, was in the chair. Those present in addition were Vice Chairman Brent, Mr. White, and Mr. Stevens, of the Shipping Board, Mr. Raymond, of the Atlantic Gulf and West Indies Steamship Lines, P. A. S. Franklin, of the International Mercantile Marine, Mr. Munson, of the Munson Line, Mr. Bull, of the Bull Line, Mr. Shearman, of the Grace Line, Mr. Warden, of the Standard Oil Co., Commissioner Chamberlain, of the Bureau of Navigation. Representing the organized seamen, President Furuseth, of the International Seamen's Union, H. P. Griffith, G. H. Brown, Oscar Carlson, Dan Ingraham, and P. J. Pryor.

A general synopsis of the conference was as follows:

The representatives of the steamship lines and of the organized seamen agreed with the Shipping Board that some action ought to be taken looking to an increase in the number of seamen in order to furnish men for the vessels trading to England and France carrying supplies and yet continue an uninterrupted coastwise trade.

To attain this purpose the representatives of the shipping lines in cooperation with the Shipping Board and the organized seamen tentatively agreed to cooperate for the attainment of this end in the following manner:

Substantially all the steamship lines will agree to pay the following wage: Sailors and firemen $60 per month, coal passers $50 per month, oilers and water tenders $65 per month, boatswain $70 per month, carpenters $75 per month, overtime pay for cargo work 50 cents, for ship work 40 cents per hour. Bonus going to the war zone 50 per cent of the wages, wages and bonus to continue until crew arrive back in the United States; $100 compensation for loss of effects caused by war conditions. The scale of wages and bonus for cooks and stewards at present in force to be maintained and continued during the continuance of this agreement.

That a certain number of boys determined by the number of men carried are to be employed in addition to the usual crew; that a number of ordinary seamen will be employed in proportion to the able seamen carried, taking as an instance a vessel now carrying 8 men on deck will carry 6 able seamen, 2 ordinary seamen and 2 boys; such boys and ordinary seamen to have ample opportunity to learn the work usually demanded of able seamen.

That the representatives of the organized seamen shall have access to and be permitted on docks and vessels during reasonable hours.

The representatives of the seamen tentatively agree to join with the shipowners in an appeal to seamen now employed on shore to come back to the sea.

That the bonus and other conditions arising from the war shall terminate with the war and that wages set shall remain for one year to the end that wages be stabilized and that the men now on shore may be induced to return to the sea.

That the seamen will use earnest efforts in cooperation with officers to teach seamanship to the boys and ordinary seamen.

That the representatives of the organized seamen reported that this agreement had been put to a vote of their unions and ratified by their membership.

That this agreement is hereby ratified and confirmed on the 8th day of August, 1917.

P. A. S. FRANKLIN.
FRANK C. MUNSON.
ERNEST M. BULL,
D. T. WARDEN,
L. H. SHEARMAN,
H. H. RAYMOND,
R. B. STEVENS,
Vice Chairman United States Shipping Board.
ANDREW FURUSETH.
H. P. GRIFFITH.
PERCY J. PRYOR.
G. H. BROWN.
OSCAR CARLSON.

Approved August 17, 1917.

WILLIAM C. REDFIELD,
Secretary of Commerce.

Approved August 17, 1917.

W. B. WILSON,
Secretary of Labor.

Later the Atlantic agreement was also signed by the "independent" vessel operators and the seamen's representatives on the Great Lakes, subject, however, to modification as follows:

WASHINGTON, D. C. *July 31, 1918.*

In conformity with the recommendations of the joint committee, consisting of representatives of the United States Shipping Board, the United States Department of Commerce, the United States Department of Labor, and shipowners and seamen, selected at the National Conference held in Washington, D. C., August 1st and 2d, 1917, on the call issued by the Secretary of Commerce and the Secretary of Labor, the undersigned representatives of shipowners and organized seamen on the Great Lakes hereby accept the above agreement with the understanding, however, that details relating to wage rates, periods for which wages are set, and overtime rates are to be changed and adjusted to the conditions on the Great Lakes by the United States Shipping Board after hearings, unless otherwise agreed upon by the parties at interest.

It is further understood that the positions now designated as those of ordinary seamen or deck hands shall be used for the training and development of young men in seamanship, and that the positions of coal passers shall be used to develop firemen, the proportion of men in the positions of ordinary seamen or deckhands in relation to the number of able seamen on each vessel shall conform to the law, except in cases where the United States Shipping Board finds it necessary, in the National interest, to change the number of men for training.

It is also understood that under no circumstances will the shipowners represented by the signatories hereto require any seaman employed or to be employed by them to register in or be employed from any employment agency, except such agencies as may be established by the United States Government.

For the shipowners:

DETROIT & CLEVELAND NAVIGATION CO.,
By A. W. SCHANTZ, *V. P. & Gen. Mgr.*
ASHLEY AND DUSTIN STR. LINE,
By A. W. SCHANTZ, *V. P.*
GOODRICH TRANSIT COMPANY,
By H. V. THORP, *V. P. & Gen. Mgr.*
The CLEVELAND & BUFFALO TRANSIT CO.,
By T. F. NEWMAN, *Gen. Mgr.*
The LAKE ERIE EX. CO.,
By M. MCALPINE, *Gen. Mgr.*
O. W. BLODGETT.
HAMILTON TRANSPORTATION CO.,
By EDMUND H. THOMAS, *Pres.*
MYRON BLODGETT.
WHITE STAR LINE,
By C. G. BIELMAN, *Secy. & Gen. Mgr.*

For the shipowners—Continued.
NORTHERN MICHIGAN TRANSPORT CO.,
CHICAGO RACINE & MILWAUKEE LINE,
By H. W. THORP for E. W. SEYMOUR, *Gen. Mgr.*
GRAHAM & MORTON TRANS. CO.,
By HARRY MEYERING, *G. P. M.*
CHICAGO & SOUTH HAVEN S. S. CO.,
By HARRY MEYERING for C. L. LEIGH.
PERE MARQUETTE LINE STEAMERS,
By F. C. REYNOLDS, *V. P.*
For the seamen:
SAILORS OF THE GREAT LAKES,
V. A. OLANDER, *Secy.*
PATRICK O'BRIEN.
MARINE FIREMEN, OILERS' & WATERTENDERS' UNION OF THE GREAT LAKES,
THOMAS CONWAY, *Secy.*
JOHN W. ELLISON.
IVAN HUNTER.
MARINE COOKS' & STEWARDS' UNION OF THE GREAT LAKES,
J. M. SECORD, *Secy.*
ANDREW FURUSETH, *President, International Seamen's Union of America.*

At a later date the Atlantic agreement, as modified for the Great Lakes, was signed by the following additional shipowners:

THE ARGO STEAMSHIP CO.
BORDER STEAMSHIP CORPORATION.
CENTRAL TRANSPORTATION CO.
FINN-OLSON TRANSPORTATION CO.
CAPT. J. C. GAREY.
HERMAN H. HETTLER LUMBER CO.
KREETAN CO.
A. B. KING.
CAPT. WM. KEENAN.
HENRY MCMORRAN.
O'CONNOR TRANSPORTATION CO.
POTTER-TEARE TRANSIT CO.
LOUIS SANDS SALT & LUMBER CO.
JAMES SANFORD & W. H. WILSON.
TWIN CITY TRANSPORTATION CO.
WINNIPEG STEAMSHIP CO.
GREAT LAKES TRANSIT CORPORATION,
By J. C. EVANS, *President.*

2. AGREEMENT CREATING NATIONAL ADJUSTMENT COMMISSION.

AGREEMENT FOR THE ADJUSTMENT AND CONTROL OF WAGES, HOURS, AND CONDITIONS OF LABOR IN THE LOADING AND UNLOADING OF VESSELS ON THE ATLANTIC, GULF, AND PACIFIC COASTS.

For the adjustment and control of wages, hours, and conditions of labor in the loading and unloading of vessels, there shall be created a National Adjustment Commission, located in Washington, D. C., comprised as follows: One member nominated by the Shipping Board; one nominated by the Secretary of War; one nominated by the International Longshoremen's Association; one nominated by the committee on shipping of the Council of National Defense, to represent the coastwise carriers and to act only in cases involving coastwise service; one nominated by the committee on shipping of the Council of National Defense, to represent carriers engaged in foreign trade and to act only in cases involving foreign service.

The National Adjustment Commission shall appoint in each important port a local adjustment commission, comprised as follows: One member to represent the Shipping Board and War Department; one to represent the International Longshoremen's Association, nominated by the International Longshoremen's Association; one to represent the carriers in foreign trade, nominated by the committee on shipping of the Council of National Defense, and to act only in cases involving foreign service; one nominated by the committee on shipping of the Council of National Defense, to represent carriers engaged in coastwise trade and to act only in cases involving coastwise trade.

The union scale of wages, hours, and conditions in force August 1, 1917, in said port shall be adopted as the basic standard with reference to each such port.

All differences which may arise in any particular port shall be adjusted by the local commission, if possible. In case either party is dissatisfied with the decision of the local commission it may appeal to the national commission for a review.

In case of expiration of any agreement as to scale of wages, hours, and conditions now in force, the national commission shall adjust the new scale of wages, hours, and conditions, provided an agreement can not be reached by the employers and the union.

Consideration shall be given to special circumstances, if any, arising after said date of August 1, or after the acceptance of a new scale of wages, hours, and conditions, which may require particular advances in wages or changes in other standards.

In all cases work shall continue uninterruptedly pending the action of any local commission or the decision of the National Adjustment Commission.

All adjustments of wages, hours, and conditions made by the national commission shall be binding on all parties.

The commission shall adopt rules of procedure and shall construe the meaning of this agreement and any ruling made by it thereunder.

(Signed)	R. B. Stevens.	P. A. S. Franklin.
	Newton D. Baker.	D. T. Warden.
	William B. Wilson.	Frank C. Munson.
	Walter Lippmann.	L. Shearman.
	T. V. O'Connor.	H. H. Raymond.
	Samuel Gompers.	Ernest M. Bull.

The undersigned employers on the Pacific coast hereby agree to the following modification of this agreement, namely, that any disputes between the employers and employees not settled locally between themselves shall be referred to the National Adjustment Commission, whose decision shall be final, and accepted by the undersigned, and during the commission's deliberations work shall continue uninterruptedly.

Alaska Pacific Navigation Company.
Alaska Steamship Company.
Albers Brothers' Milling Company.
Alexander and Baldwin, Ltd.
American-Hawaiian Steamship Company.
Balfour, Guthrie & Company.
Border Line Transportation Company.
California Stevedore and Ballast Company.
China Mail Steamship Company, Ltd.
Commercial Dock Company.
Dodwell and Company, Ltd.
Dodwell Dock and Warehouse Company.
Grace and Company, W. R.
Griffith and Sons, James.
Griffith and Sprague Stevedoring Company.
Harrison Direct Line.
Independent Steamship Line.
International Stevedoring Company.
Luckenbach Steamship Company.
Matson Navigation Company.
Mitsui and Company, Ltd.
Osaka Shosen Kaisha.
Ostrander, H. F.
Pacific Mail Steamship Company.
Pacific Steamship Company.
Pacific Stevedoring and Ballasting Company.
Robert Dollar Company, The.
San Francisco and Portland Steamship Company, The.
San Francisco Stevedoring Company.
Seattle Steamship Company.
St. Paul and Tacoma Lumber Company.
Terminal Stevedoring and Contracting Company.
Virginia St. Dock and Warehouse Company, Inc.

3. WORKING RULES, MASTERS, MATES, AND PILOTS (ATLANTIC AND GULF).

UNITED STATES SHIPPING BOARD,
August 3, 1918.

Findings re: Proposed rules of American Association of Masters, Mates, and Pilots.

At the national marine conference held in May, 1918, the proposed rules of the American Association of Masters, Mates and Pilots were left to the Shipping Board for determination. The Shipping Board announces the following findings:

PROPOSED M. M. & P. RULES.	ACTION OF SHIPPING BOARD.
RULE 1.	RULE 1.
Watch and watch to be maintained on sailing day and at all ports of call, wherever possible. No mate shall be required or permitted to take charge of a watch upon leaving or immediately after leaving port unless he shall have had at least six hours off duty within the twelve hours immediately preceding the time of sailing.	Watch and watch to be maintained on sailing day and at all outside ports at all times. No mate shall be required or permitted to take charge of a watch upon leaving or immediately after leaving port, unless he shall have had at least six hours off duty within the twelve hours immediately preceding the time of sailing.
RULE 2.	RULE 2.
In terminal ports a day's work shall be from 8 a. m. until 5 p. m., with one hour allowed at noon for dinner. If a mate is required to stay on board at night he shall do no work other than that necessary for the safety of the vessel, and shall have a full day off with pay and six hours' overtime at 60 cents per hour, or in lieu of the day off he shall be paid one day's extra pay. If a mate is required to do any work that is not necessary for the safety of the vessel, he shall, in addition, be paid 60 cents per hour for all such hours of work. Overtime shall mean time and a half unless otherwise specified.	A working day at outside ports or any port where watches are broken shall be from 8 a. m. to 5 p. m., during which time one hour shall be allowed for dinner. All work performed in excess of this time after 5 p. m. and up to 8 a. m. shall be considered as overtime. If a mate is required to perform night service, 8 hours of such service shall constitute a day's work. (Provided, however, where there shall be a mutual agreement between the mates on board relative to their watch, this rule shall not apply.)
RULE 3.	RULE 3.
If a mate is required to stay on board on a Sunday or legal holidays he shall be paid at overtime rate. On oil tankers, when receiving or discharging cargo on Sunday or legal holidays, and the mates are required to stand watch, overtime shall be paid to the mates performing the service at the rate of 60 cents per hour.	If, while the vessel is in port, a mate is required to stay aboard at night after having worked all day and not required to do work not necessary for the safety of the vessel, he shall be paid at the rate of time and a half for the full period of night duty or be given a day off with half pay and six hours' pay at the rate of time and a half. If the mate is required during such night duty to do work that is not necessary for the safety of the vessel, he shall be paid at the rate of double time for all such hours' work. If a mate is required to stay aboard on a Sunday or legal holiday, he shall be paid time and a half. For the purpose

of these rules the time-and-a-half rate shall be 70 cents, and the double-time rate shall be $1.00. Overtime, when generally referred to, shall be figured at the time-and-a-half rate.

RULE 4.

In ports of call watch and watch may be requested at the option of the master, but in such ports no licensed deck officer shall be requested or permitted to perform any service in excess of 8 hours out of any one twenty-four, except that which may be required for the immediate safety of the vessel.

RULE 4.

All work done off watch at sea, except that which is necessary for the immediate safety of the vessel, shall be paid for as overtime.

RULE 5.

A day's work where watches are broken shall be from 8 a. m. to 5 p. m., one hour at noon allowed for dinner. All work performed in excess of this time, after 5 p. m., up to 8 p. m., shall be considered overtime and paid for at the rate of the pay of the mate performing such service. Any service performed between 8 p. m. and 8 a. m. shall be in accordance with rule two (2).

RULE 5.

(It is suggested that this demand be waived during the period of the war.)

RULE 6.

While at sea no master or mate shall be required or permitted to perform any duty in excess of 8 hours of any one 24, except that actually required for the immediate safety of the ship.

Ships, when in their home ports, shall be supplied with a night deck officer other than a member of the crew whenever practicable to do so.

RULE 6.

In any case where a mate is required to perform service in excess of eight hours per day, all such work shall be paid for as overtime, at the rate of 70 cents per hour. Masters shall not be entitled to pay for overtime. Overtime shall not be payable unless such service shall have been performed upon the written order of the master, owner, or agent of the vessel.

RULE 7.

When members of this association are employed on steamships engaged in extra hazardous employment they shall receive for their services one and one-half times the scale for the ships of the class upon which they are employed. The subordinate association having jurisdiction over the ships in question to determine upon the matter unless an appeal is made to the national president.

RULE 7.

(This requirement has been provided for in the wage scales established by the Shipping Board.)

RULE 8.

Members shall at all times, when employed on any ship, whether or not such ship is in commission, require for their services the scale rate for the capacity in which they are employed, and subsistence.

RULE 8.

(It is suggested that this demand be waived for the period of the war.)

RULE 9.

When not feeding on board, master shall receive not less than $3 per day and mates not less than $2 per day for subsistence.

Ships while lying in their home ports shall furnish or be supplied with a night deck officer, if his services be available. If not, the ship's officers may perform such service under the provision of rule 2 hereof. When the ship's mates are performing such service they shall be governed by the provision of rules Nos. 2 and 3.

Employers shall furnish first-class passage to masters, mates, and pilots when traveling to join a vessel or returning home in compliance with orders.

RULE 9.

Masters shall receive for subsistence allowance $2.60 per day; mates, $1.50 per day. (It is the opinion of the Shipping Board that the demand contained in paragraphs 2 and 3 be waived for the period of the war.)

RULE 10.

Masters and mates will be held for the proper observance of these rules. Any mate who has worked overtime and does not collect pay for the same, or any master who refuses to approve of the payment of justly authorized overtime work, shall be fined not less than $25.

RULE 10.

(This is a matter of internal management of the union upon which the Shipping Board does not desire to rule, but it is suggested that if the union wishes to adopt this rule the words "does not collect" should be changed to "does not seek to collect.")

RULE 11.

No member of this association shall be permitted or allowed to work or sail with any person who may be serving in the position having been made vacant by the discharge of one of our members because of his observance of the foregoing rules (if, after investigation, the above cause was found to be correct).

A violation of these rules shall be considered conduct unbecoming a member and subject to the penalty prescribed by the constitution or by-laws.

RULE 11.

In the interest of uninterrupted and rapid operation of vessels during the war, all grievances or cases arising from the nonobservance of these rules should at once be reported to the Shipping Board for adjustment, this provision to hold only during the period of the war. A violation of these rules on the part of a member of this association shall be considered conduct unbecoming a member, and such a member shall be subject to the penalty prescribed by the by-laws.

RULE 12.

Representatives of the Masters, Mates, and Pilots' Association shall be allowed access through the office or piers of any steamship company to their ships at all times from 7 a. m. until 8 p. m., and proper credentials shall be furnished such representatives by the authorities having jurisdiction over such ships.

RULE 12.

(It is suggested that this matter is more properly a subject of arrangement between the union and steamship companies or associations involved.)

UNITED STATES SHIPPING BOARD.
By LESTER SISLER, *Secretary.*

4. WORKING RULES, MARINE ENGINEERS (ATLANTIC AND GULF).

(*a*) M. E. B. A. Rules Agreed Upon Between the M. E. B. A. and the American Steamship Association—Not Acted Upon by Shipping Board.

The following rules of the Marine Engineers' Beneficial Association, numbers 1, 2, 5, 6, 8, 9, and 11, had been agreed upon between this association and the American Steamship Association and were not submitted to the Shipping Board for adjudication. Accordingly the Shipping Board has taken no action with regard to these rules.

RULE 1.

Watch and watch to be maintained on sailing day and at all outside ports at all times. No engineer shall be required or permitted to take charge of a watch upon leaving or immediately after leaving port, unless he shall have had at least six hours off duty within the twelve hours immediately preceding the time of sailing.

RULE 2.

A working day at outside ports or any port where watches are broken shall be from 8 a. m. to 5 p. m., during which time one hour shall be allowed for dinner. All work performed in excess of this time after 5 p. m., and up to 8 a. m., shall be considered as overtime. If an engineer is required to perform night service, 8 hours of such service shall constitute a day's work. (Provided, however, where there shall be a mutual agreement between the engineers on board, relative to their watch, this rule shall not apply.)

RULE 5.

If it is necessary to move a vessel in inside ports between 5 p. m. and 8 a. m., or on Sunday or legal holiday when a vessel arrives from a voyage and anchors, or makes fast to a wharf, to wait for a suitable tide or berth or discharge passengers or baggage, or receive fuel, the engineers shall continue their regular watches at the option of the chief engineer.

RULE 6.

In any case where an assistant engineer is required to perform service in excess of 8 hours per day, all such work shall be paid for as overtime at the rate of 70 cents per hour. Chief engineers shall not be entitled to pay for overtime. Overtime shall not be payable unless such service shall have been performed upon the written order of the chief engineer, master, owner, or agent of the vessel.

RULE 8.

No engineer shall be laid off over a Sunday or holiday and a full complement of engineers shall be employed at all times while the vessel is working cargo or in commission.

RULE 9.

The chief engineer shall be notified at the time of the arrival or as soon as possible thereafter of any anticipated detention of the vessel.

RULE 11.

Chief engineers shall be employed by the owners, superintending engineers, or agent, assistant engineers to be selected by the superintending engineer, owner, or agent, after consultation with the chief engineer.

(*b*) Findings of the Shipping Board Relating to M. E. B. A Rules Submitted to it for Adjudication.

At the National Marine Conference held in May, 1918, the following rules, numbers 3, 4, 7, 10, 12, 13, 14, and 15, had not been agreed upon between the Marine Engineers' Beneficial Association and the American Steamship Associa-

tion, and accordingly were submitted to the Shipping Board for adjudication. The Shipping Board has made the following findings with respect to these rules:

RULE 3.

If, while the vessel is in port, an engineer is required to stay aboard at night after having worked all day and not required to do work not necessary for the safety of the vessel, he shall be paid at the rate of time and a half for the full period of night duty or be given a day off with half pay and 6 hours' pay at the rate of time and a half. If the engineer is required during such night duty to do any work that is not necessary for the safety of the vessel, he shall be paid at the rate of double time for all such hours' work. If an engineer is required to stay aboard on a Sunday or legal holiday he shall be paid time and a half. For the purpose of these rules the time and a half rate shall be 70 cents, and the double-time rate shall be $1. Overtime when generally referred to shall be figured at the time and a half rate.

RULE 4.

All work done off watch at sea, except that which is necessary for the immediate safety of the vessel, shall be paid for as overtime.

RULE 7.

Holidays shall be Sundays, New Year's Day, Fourth of July, Labor Day, Thanksgiving Day, and Christmas Day, and shall be observed at all ports.

RULE 10.

(It is the opinion of the Shipping Board that during the period of the war the demands of the M. E. B. A., as expressed in rule 10, should be waived and that no such rule should be adopted at this time.)

RULE 12.

Chief engineers shall receive for subsistence allowance $2 per day; assistant engineers, $1.50 per day.

RULE 13.

Ships' articles shall contain a provision providing for the payment of wages and suitable transportation back to the point where articles were originally signed in the event that the vessel is sold, unless the officer is given a reasonable opportunity immediately to reship for the home port at an equal salary.

RULE 14.

In the interest of uninterrupted and rapid operation of vessels during the war all grievances or cases arising from the nonobservance of these rules should at once be reported to the Shipping Board for adjustment, this provision to hold only during the period of the war. A violation of these rules on the part of a member of this association shall be considered conduct unbecoming a member and such a member shall be subject to the penalty prescribed by the by-laws.

RULE 15.

(It is the opinion of the Shipping Board that the claims advanced in rule 15 should be waived during the period of the war.)

UNITED STATES SHIPPING BOARD,
LESTER SISLER, *Secretary.*

JUNE 27, 1918.

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5. WORKING RULES, SEAMEN AND FIREMEN (ATLANTIC AND GULF).

UNITED STATES SHIPPING BOARD,
August 24, 1918.

To members and representatives of the operating division of the Shipping Board, vessel operators, and members of the sailors' and firemen's unions:

The annexed working rules were agreed upon in the spring of 1917 between representatives of vessel operators and sailors' and firemen's unions and are sent to you for your information and guidance. Certain wage changes which have been made since the original agreement was reached have been incorporated in the annexed rules. Otherwise the rules as given are exactly as originally agreed upon by the parties.

UNITED STATES SHIPPING BOARD,
LESTER SISLER, *Secretary.*

WORKING RULES FOR DECK CREWS.

1. Any work for the safety of the vessel, her cargo, passengers, and crew to be done at any time without extra compensation.
2. Working hours on week days in port shall be from 7 a. m. to 12 m. and from 1 p. m. to 5 p. m.
3. Work on Sundays and legal holidays and all work beyond the regular working hours on week days shall be paid for at the overtime rate, except such work as is necessary for the immediate safety of the vessel, her passengers, cargo, and crew. Overtime to be paid at the rate of 60 cents per hour.
4. Sea watches shall be set when vessel leaves for sea, but not later than 12 noon on day of departure; sea watches shall continue until noon on day of arrival. The actual mooring and unmooring of vessel upon arrival and departure shall not be considered overtime work.
5. If vessel's stay in port is too short to break sea watches and sea watches are continued, the watch on deck shall perform their regular duties, but when called upon to perform other work after 5 p. m. or before 7 a. m. on week days, and any time on Sundays and legal holidays and all work performed on their watch below, they shall be paid therefor at overtime rate. (Work in this case is defined to mean loading and discharging of freight, baggage, stores, fuel, and cleaning and moving vessel.)
6. Quartermasters or other members of the crew required to keep gangway or watch vessel on Sundays or legal holidays shall receive equivalent time off in port or be paid therefor at overtime rate.
7. Watchmen shall not be required to keep more than a nine (9) hour watch in port, and shall receive one (1) night off a week.
8. Union men shall be employed when obtainable; the engagement of men shall be done through the union officers or on the dock.
9. When working overtime, a member of the crew appointed by the union or by the crew shall compare time with the officer in charge after knocking off.

MEAL HOURS.

10. The crew shall have one (1) unbroken hour for dinner while lying in port or roadstead, and no work shall be performed during such hour. Dinner shall be from 12 m. to 1 p. m., but may be varied not to exceed one hour either way. Breakfast time shall be between 6 a. m. and 7 a. m. Supper time shall be at 5 p. m., but may be postponed not to exceed one (1) hour. One (1) hour to be allowed for supper. (The above rule regarding dinner and supper hour shall also apply when crew work watch and watch in port.)
11. If no cooking is done on board while in port, and the crew have to eat ashore, $1.25 per day shall be allowed for meal money. If crew are compelled to sleep ashore on account of repairing, cleaning, fumigating, etc., of the forecastle, 25 cents shall be allowed each man for room rent.

CREW'S QUARTERS.

12. Mattress and pillow with covers, colored spread and sufficient blankets shall be furnished by the owners for each member of the crew. (Men to be responsible for bedding furnished.)

CAUTION.

13. Members should use their judgment at all times, and if in doubt what should be charged as overtime, should do the work required of them and then refer the case to the union for adjustment.

WORKING RULES FOR ENGINE-ROOM CREW.

Overtime: Sixty cents per hour.
Bonus: Fifty per cent bonus for vessels going to the war zone.

1. Any work for the safety of the vessel, its cargo, passengers, or crew to be done at any time without any extra compensation.
2. In port the working hours shall be from 7 a. m. to 12 m. and from 1 p. m. to 5 p. m. Any other work performed in port between the hours of 5 p. m. and 7 a. m., on ordinary week days, Sundays, and legal holidays, shall be paid for at the overtime rate.
3. Oilers, water tenders, firemen, and coal passers, when required to work on watch below while at sea, shall receive overtime pay at overtime rate.
4. No fireman shall be required to work more than four fires at sea in coal-burning vessels.
5. When oilers, water tenders, firemen, and coal passers are standing the regular sea watches, they shall do any work which is part of their regular sea duty, but washing, paintwork, polishing brass, cleaning of boilers and bilges, overhauling engines, sponging tubes, etc., shall not be done between the hours of 5 p. m. and 7 a. m.
6. When an oiler, water tender, fireman, or coal passer is required to stand watch in port on Sundays or legal holidays, for the purpose of looking after pumps, fires, etc., and no other work is performed or cargo worked, he shall be given equivalent time off in port the next day. If equivalent time off can not be given, he shall be paid the regular overtime rate.
7. Sea watches shall be set not later than noon on the day of sailing.
8. It is also agreed that proper bedding, blankets, linen, etc., shall be furnished to all of the crew of the engine-room department; also a mess room shall be provided for the men.
9. In oil-carrying vessels the same rules shall prevail. Pumping cargo between the hours of 5 p. m. and 7 a. m. on week days, and on Sundays and legal holidays shall be paid for at overtime rate.
10. Wipers to work two hours at sea on Sundays and legal holidays from 7 a. m. to 9 a. m.
11. Ocean-going vessels over 500 tons, where coal passers are carried, shall carry at least three coal passers, whose sea watches shall be divided into three.
12. When the crew is not boarded on board of the vessel each member of the crew shall receive $1.25 per day for meals, and when compelled to sleep on shore each man shall receive 30 cents per night for room.
13. When working overtime the member shall at all times compare time with the engineer in charge after knocking off.
14. None but members of the Marine Firemen's, Oilers', and Watertenders' Union of the Atlantic and Gulf shall be employed when available.
15. Members are cautioned to be on board at the time requested by the engineer on the day of sailing.
16. Members are hereby cautioned that in cases of dispute with reference to overtime they shall perform the work required of them by the engineer and then refer their case to the union for settlement.
17. In case these rules shall conflict with any law now existing or that may become effective, then these rules shall be amended to conform therewith.

6. INSTRUCTIONS REGARDING MANNING OF VESSELS OPERATING UNDER AUTHORITY OF THE UNITED STATES SHIPPING BOARD, JULY 30, 1918.

UNITED STATES SHIPPING BOARD,
Washington, D. C., July 30, 1918.

To all owners and operators of vessels:

Enclosed please find a memorandum of instructions to all vessels operating under the authority of the United States Shipping Board. These instructions are issued because of the experience of the past and the necessities of the

immediate future. They contain a slight change in the agreement entered into between the Shipping Board, the Ship Owners, and the Organized Seamen on August 8, 1917, but only such changes as, in view of the national necessity, could not be avoided.

As is well known, the Shipping Board has found it necessary to establish a training school for seamen. It is imperative that the young men who graduate from this school shall be placed on board of merchant vessels as soon as they are graduated and that they shall be given the best possible opportunity to become thoroughly acquainted with the work expected from able seamen or firemen. The rapid launching of new vessels necessitates, first, a dilution of the ships' crews so as to make the skilled men cover the largest number of vessels, and, second, the employment on all vessels of graduates from the school. These young men must be given the most complete opportunity to learn a seaman's work. It is therefore important that they be employed on all vessels and that they be given such conditions and such shipmates as will tend to make them satisfied with their work, to the end that these new American seamen shall remain permanently in the merchant service.

It is suggested, therefore, that the owners and operators of all vessels instruct their officers in accordance with the memorandum herewith issued. The Shipping Board expects the fullest cooperation of the shipowners, both as to the letter and the spirit of these instructions, as it deems this matter to be of urgent national importance.

UNITED STATES SHIPPING BOARD.
(Signed) LESTER SISLER, *Secretary.*

MEMORANDUM OF INSTRUCTIONS TO ALL VESSELS OPERATING FROM ATLANTIC AND GULF PORTS UNDER THE AUTHORITY OF THE UNITED STATES SHIPPING BOARD.

UNITED STATES SHIPPING BOARD,
July 30, 1918.

The attention of the Shipping Board has been called to the fact that the agreement entered into on August 8, 1917, by the Shipping Board, the ship owners, and the organized seamen is not being properly applied in all cases. For this reason the following explanations and instructions are hereby issued, applicable to all vessels operating from Atlantic and Gulf ports under the authority of the Shipping Board.

Attention is first called to the following paragraph in the agreement of August 8, 1917:

"That a certain number of boys, determined by the number of men carried, are to be employed in addition to the usual crew; that a number of ordinary seamen will be employed in proportion to the able seamen carried, taking as an instance a vessel now carrying eight men on deck will carry six able seamen, two ordinary seamen, and two boys, such boys and ordinary seamen to have ample opportunity to learn the work usually demanded of able seamen."

Compliance with the feature in this paragraph calling for an increase in the total deck crew as constituted August 8, 1917, of 25 per cent, is hereby enjoined. In place, however, of carrying two ordinary seamen and two boys, instructions are hereby given that four graduates of the Shipping Board's training schools shall be substituted in so far as they are available; that is, the total crew shall henceforth be made to consist of 60 per cent able seamen and 40 per cent graduates of the training schools. If the percentage of all able seamen specified in this paragraph can not be furnished as herein provided, a smaller percentage of able seamen and a larger percentage of graduates of the training service may then be authorized by the Shipping Board. To fill the quota of 60 per cent of able seamen, members of the Seamen's Union shall have the preference. This applies to deck crews only.

Operators of vessels shall henceforth see that the deck crew is operated under the system of watch and watch—that is, the deck crew is to be divided as nearly as possible into two parts equal in skill and number, and they are to do duty on deck successively—one watch to be on duty, the other watch to be at rest unless their presence on deck is needed for the safety of the vessel, her cargo, passengers, or crew.

Cargo vessels not exceeding 3,500 tons deadweight, and not exceeding 10 knots speed, are prohibited from carrying quartermasters. Vessels coming within these limits of size and speed will be manned with deck crews as above described. This provision does not apply to vessels plying in the war zone. Vessels exceeding 3,500 tons deadweight and 10 knots speed, or vessels plying

through the war zone, may continue to carry quartermasters, but the number shall not be less than is required to have each quartermaster at the wheel not exceeding two hours in one watch.

Attention is further called to the following wages set by the Shipping Board on May 18, 1918, but applying to all seamen who signed on after May 4th:

Boatswain	$85.00
Boatswain's mate	80.00
Carpenter	90.00
Carpenter's mate	85.00
Quartermaster	77.50
Able seaman	75.00
Ordinary seaman	55.00
Boys	40.00

On vessels sailing into the war zone a 50 per cent bonus should be paid.

Payment for overtime work, 60 cents per hour; meal money at $1.25 per day. This scale of wages is to be rigidly maintained.

All other parts of the agreement of August 8, 1917, will remain in force as specified in that agreement, having been neither amended or suspended.

UNITED STATES SHIPPING BOARD.
(Signed) LESTER SISLER, *Secretary.*

7. LICENSED OFFICERS' WAGE AWARD (ATLANTIC AND GULF), EFFECTIVE MAY 4, 1918.

JUNE 14, 1918.

Classification, power tons.

[Figures are inclusive.]

Classes.	Single screw.	Twin screws.
Class A	Over 20,001	Over 15,001.
Class B	12,001 to 20,000	9,001 to 15,000.
Class C	7,501 to 12,000	5,501 to 9,000.
Class D	5,001 to 7,500	3,501 to 5,500.
Class E	3,000 to 5,000	2,001 to 3,500.
Class F	Below 3,000	Below 2,000.

JUNE 14, 1918.

Wage scale for licensed officers of the deck and engine departments.

Rank.	A	B	C	D	E	F
Masters	$300	$270	$260	$250	$240	$230
Chief engineers	230	215	200	185	170	160
First officers and first assistant engineers	165	160	155	150	145	140
Second officers and second assistant engineers	150	145	140	135	130	125
Third officers and third assistant engineers	135	130	125	120	115	110
Fourth officers and fourth assistant engineers	120	115	.....	.....	.....	.....
Junior engineers	100	.....	.....	.....	.....	.....

25 per cent bonus for all coastwise, West Indies, and South and Central American trade. 50 per cent bonus for trans-Atlantic war-zone trade.

The foregoing wage scale and bonus for licensed officers shall apply to all American vessels operating from Atlantic and Gulf ports, with the exception of vessels sailing exclusively in harbors, bays, rivers, and sounds. It does not apply to vessels operated by the Navy. The Railroad Administration will itself take action relative to the vessels under its control. These wages shall be in effect and paid retroactively from May 4, 1918, the last day of the recent Marine Conference held to consider the supply and training of seamen. These wages during the war emergency shall remain in force, including the bonuses.

until in the judgment of the United States Shipping Board conditions warrant a change.

The foregoing wages are announced with the understanding that no existing wages shall be thereby reduced for any licensed officer so long as he continues in the same rank of employment and in the same company.

Where employers have in force a system of seniority or longevity payments, such systems may be maintained.

Owing to the great variation in existing wages and bonuses paid, and owing to the inherent difficulty of establishing uniform standards where the type of vessel and of the service is so varied, the Shipping Board found itself confronted with a very difficult task in undertaking to determine a new classification and to establish a fair wage.

Before arriving at its conclusion, very careful consideration and study were given to the following matters:

1. Testimony submitted at the recent National Marine Conference.
2. Suggestions and criticisms submitted by vessel owners.
3. Previous and existing scales of engineers and deck officers employed by various companies and Government departments.
4. Pacific coast wage scales.
5. Demands filed by the various licensed officers' organizations.

In determining the basis for the new classification of vessels, a careful study was made of the power tonnage of existing deep-sea and coastwise vessels, and of the various types of new vessels under construction. All the classifications proposed by various parties at the recent Marine Conference were given due consideration. It was found necessary under existing conditions to provide a class for the smallest boats so that they shall not be forced to suspend operations by having to pay wages equal to those paid upon much larger vessels. In the announced classification a substantially uniform percentage of increase of power tonnage was maintained as between one class and the next.

The following are some of the important conditions which were considered

1. Increased cost of living.
2. Corresponding wages on shore.
3. Necessity of holding officers now in service and recalling men with marine experience to the sea.
4. Attracting new men into permanent service in the merchant marine.
5. Pacific coast wages.

Very careful consideration was given to the bonus question. It was decided that under existing conditions it would be unwise to make any radical change in respect thereto. Consequently the prevalent coastwise bonus was made uniform and the oversea bonus was continued unchanged.

A very careful study of differentials between wages of various grades of officers in the same and different classes of vessels was made before the new scale was decided upon. Tabulations were prepared showing existing and proposed differentials between masters and mates and between the chief engineers and assistant engineers. The new wages provide that a promotion in rank, although combined with a transfer to a vessel one or two classes lower, will not result in any decrease of salary. The substantial incentive to promotion hereby provided was considered important in view of the need for more officers of the best quality.

In determining differentials, due consideration was given the existing practice. This was found to be somewhat varied, and our conclusions were based upon what appeared to be the best principles underlying the various practices now in force.

In view of the desire generally expressed by all the parties at the recent marine conference to cooperate with the Government for the purpose of maintaining an uninterrupted and rapid sea service during the war, the Shipping Board requests that all differences which may arise in relation to the application or interpretation of the new wages and awards be referred to the Shipping Board for settlement without any interruption of work. This is essential to the most effective use of our merchant marine during the present great national crisis. If our trans-Atlantic tonnage is to be manned by civilian crew, uninterrupted and effective service must be insured.

The foregoing statement and classification of wages do not contemplate any change in the complement of ships' officers as of May 4, 1918. The board's decision as to rules and other matters submitted for decision at the recent conference will be issued shortly.

UNITED STATES SHIPPING BOARD.

8. LICENSED OFFICERS' WAGE AWARD (ATLANTIC AND GULF), EFFECTIVE JANUARY 1, 1919.

DECEMBER 20, 1918.

Petitioning parties: Marine Engineers Beneficial Association; American Association of Masters, Mates, and Pilots; Ocean Association of Marine Engineers; and Neptune Association of Masters, Mates and Pilots.

Other parties interested: United States Shipping Board; American Steamship Association; owners and operators of ocean-going steamships in the Atlantic and Gulf service; Am. S. S. Licensed Officers Ass'n., Inc.

Subject: Readjustment of wage scales for licensed deck and engine-room officers in the Atlantic and Gulf service.

AWARD.

Petitions having been received from the above-named petitioning parties for the abolition of bonuses, readjustment of wages, and reclassification of vessels, the matter was left for decision by agreement to a special committee consisting of a representative of the licensed officers appointed by the Secretary of Labor, a representative of the American Steamship Association and an impartial chairman appointed by the Shipping Board.

Owing to the fact that the armistice was signed after the agreement for this arbitration had been made an honest difference of opinion has arisen between the members of this board as to the extent to which the terms of this award shall be mandatory on American vessels.

This board is unanimous, however, in its decision that this award shall be mandatory on all vessels owned or under requistion by the United States Shipping Board.

Owing to the continued urgent national necessity in relation to shipping, this board is also unanimous in urging on all private owners and operators of vessels not requisitioned, that the wages set in this award shall be voluntarily paid by them in order that the conditions in this industry may continue stable and the possibility of any interruption in the traffic may be avoided.

After full hearing granted to all the parties on December 4, 1918, the commission makes the following award:

1. The classes of vessel upon which wages shall be based are as follows:

Classification, power tons.

[Figures are inclusive.]

Classes.	Single screw.	Twin screws.
Class A	Over 20,001	Over 15,001.
Class B	12,001 to 20,000	9,001 to 15,000.
Class C	7,501 to 12,000	5,501 to 9,000.
Class D	5,001 to 7,500	3,501 to 5,500.
Class E	Below 5,001	Below 3,501.

2. The wages for licensed officers shall be as follows:

Wage scale for licensed officers of the deck and engine departments.

Rank.	A.	B.	C.	D.	E.
Masters	$375.00	$337.50	$325.00	$312.50	$300.00
Chief engineers	287.50	268.75	250.00	231.25	212 50
First officers and first assistant engineers	206.25	200.00	193.75	187.50	181.25
Second officers and second assistant engineers	187.50	181.25	175.00	168.75	162.50
Third officers and third assistant engineers	168.75	162.50	156.25	150.00	143.75
Fourth officers and fourth assistant engineers	150.00	143.75	.....	.....	.....
Junior engineers	125.00	.....	.....	.....	.....

3. The above rates are flat, and do not contemplate the payment of bonuses in any form whatsoever.

4. The above rates shall constitute a single universal scale applicable to licensed officers on steamships plying from Atlantic and Gulf ports and shall include coastwise, West Indies, South American, and trans-Atlantic services.

5. The above rates shall become effective for all licensed officers signing on, on and after January 1st, 1919, and shall remain in full force and effect until May 1st, 1919, and shall be subject to revision at any time thereafter upon the termination of thirty days after written notice served by any one of the interested parties to the United States Shipping Board at Washington, D. C.

6. In issuing this award the commission has had in mind the conditions which have developed subsequent to the signing of the armistice, including the fact that the wages herein set are for a period of change and readjustment both internally and internationally. The commission has felt that during this period of readjustment, in which there seems to be no immediate prospect of reduction in the cost of living, that the present rate of compensation paid in the coastwise service should not be diminished, but should be made universal for all services from Atlantic and Gulf ports. The commission has further felt that in view of the action of the Shipping Board abolishing the payment of bonuses to all members of the crew other than licensed officers, it should also abolish that extra compensation which was paid for trans-Atlantic war-zone risk. It has accordingly set a rate which does away with that part of the extra war-risk compensation which was formerly paid for war-zone voyages in excess of what was paid for voyages in the coastwise service. The commission was also of opinion that wage increases which might have been favorably considered during conditions of warfare would not now be warranted, owing to the unsettled conditions following cessation of hostilities.

ROBERT P. BASS. *Chairman.*
FRANKLIN D. MOONEY.
WM. S. BROWN.

9. SEAMEN'S WAGE AWARD (ATLANTIC AND GULF), EFFECTIVE MAY 4, 1918.

UNITED STATES SHIPPING BOARD,
Washington, May 18, 1918.

Following the recent conference between representatives of shipowners, licensed officers and seamen, and the Shipping Board, the Shipping Board has established the following standard wage scale for the following members of the deck and engine departments:

	Per month.
Deck department:	
Boatswain	$85.00
Boatswain's mate	80.00
Carpenter	90.00
Carpenter's mate	85.00
Quartermaster	77.50
Able seamen	75.00
Ordinary seamen	55.00
Boys	40.00
Engine department:	
Oilers	80.00
Water tenders	80.00
Engine-room storekeeper	80.00
Firemen	75.00
Wipers	65.00
Coal passers	65.00

Straight overtime 60 cents an hour and $1.25 for meal money on shore. On vessels sailing into the war zone the war bonus shall remain fifty per cent (50%).

The foregoing wage scale applies to all vessels sailing from Atlantic and Gulf ports of the United States except harbor craft and vessels owned or operated by the Navy. It shall be considered a standard wage scale for all such vessels and shall be in effect and paid retroactively from and after May 4th, 1918, the last day of the above-mentioned conference.

There shall be no bonus on vessels not entering the war zone. Since the board has endeavored to fix an equitable scale, considering the increased cost

of living, the wages paid in somewhat corresponding occupations on shore with allowances for food and lodging and the necessity for attracting more men to the merchant sea service, it believes that no additional or increased bonuses or gifts other than above specified should be paid. Except as herein provided there shall be no change in working rules or regulations.

This wage scale shall remain in force until in the judgment of the United States Shipping Board conditions warrant a change.

Owing to their greater complexity, the new classification of vessels and the wage scales of the stewards' department and of the licensed officers and deck and engine departments are still in preparation, but will be decided upon and announced shortly, and will also become effective from and after May 4th. As a fair and satisfactory wage agreement has recently been made on the Pacific coast, the Shipping Board will at this time make no change in Pacific coast conditions.

UNITED STATES SHIPPING BOARD,
By C. R. PAGE, *Commissioner.*

SUPPLEMENTAL WAGE SCALE.

JUNE 21, 1918.

The Shipping Board announces the following additional wage rates applicable, retroactively, to May 4th, 1918:

Refrigerating engineers	$95.00
Electricians	95.00
Deck engineers	85.00
Pump men	85.00

The foregoing wage scale applies to all United States vessels from Atlantic and Gulf ports of the United States except harbor craft and vessels owned or operated by the Navy and those operated by the Railroad Administration. The Railroad Administration will take independent action relative thereto. It shall be in effect and paid retroactively from May 4th, 1918, the last day of the recent conference held to consider the supply and training of seamen.

UNITED STATES SHIPPING BOARD.

10. STEWARDS' WAGE AWARD (ATLANTIC AND GULF), EFFECTIVE MAY 4, 1918.

STEWARDS' WAGE SCALE AND REGULATIONS.

JUNE 1, 1918.

1. There shall be a $20 flat increase to all chief stewards and chief cooks, and a $15 flat increase to all other members of the stewards' department, over the wage scales in force on May 4, 1918.

2. On vessels sailing into the war zone the war bonus shall remain 50 per cent.

3. Work done between 8 p. m. and 6 a. m. in preparation or service of meals served between those hours shall be paid overtime at the rate of 50 cents an hour for chief stewards and chief cooks, and 40 cents for all others in this department, except the work of the regular night man in the stewards' department and except regular night baking work.

4. Meal money on shore shall be $1.25 per diem.

5. The foregoing wage scale is not intended to alter the number or kind of crew complement existing in the stewards' department on any vessel on May 4, 1918.

6. There shall be no bonus on vessels not entering the war zone. Since the Shipping Board has endeavored to fix an equitable scale, considering the increased cost of living, the wages paid in somewhat corresponding occupations on shore, the allowances for food and lodging, and the necessity of attracting men to the merchant sea service, it believes that no additional or increased bonus or gifts other than above specified should be paid. Except as herein provided, there shall be no change in working rules or regulations.

7. The foregoing wage scale applies to all United States vessels sailing from Atlantic and Gulf ports of the United States, except harbor craft and vessels owned or operated by the Navy. It shall be in effect and paid retroactively from May 4, 1918, the last day of the recent conference held to consider the supply and training of seamen.

8. This wage scale during the war emergency shall remain in force until, in the judgment of the United States Shipping Board, conditions warrant a change.

UNITED STATES SHIPPING BOARD.

STEWARDS' DEPARTMENT CLASSIFICATION TO APPLY ONLY TO VESSELS OPERATED BY THE SHIPPING BOARD.

JUNE 1, 1918.

Class 1 consists of overseas vessels with substantial and available passenger accommodations in use having a crew complement of over 150.

Class 2 consists of coastwise and oversea vessels, including horse transports, with substantial and available accommodations in use for passengers or crew attendants having a crew complement of over 100 but less than 150.

Class 3 consists of coastwise passenger vessels with crew complement of 100 or less, and all freighters running overseas and to the West Indies, Central and South America, and to Canadian and Newfoundland ports.

Class 4 consists of freighters running between United States ports on the Atlantic and Gulf.

The foregoing classification shall become the basis for the wage scale for all ships operated by the Shipping Board sailing from Atlantic and Gulf ports of the United States, except that the existing wage of any member of the stewards' department of any vessel shall not be reduced so long as he stays in his present occupation in the same kind of service. This classification is not intended to alter the number or kind of crew complement existing in the stewards' department on any vessel on May 4, 1918.

UNITED STATES SHIPPING BOARD.

11. COMPLETE LIST OF AWARDS AND RULINGS AFFECTING MARINE LABOR ISSUED PRIOR TO JANUARY 1, 1919.

The following awards and rulings have been issued directly by the Shipping Board:

Oct. 1, 1917. Wage award Great Lakes' seamen.

Nov. 21, 1917. Decision re continuous discharge book, Lake Carriers' Association.

Apr. 3, 1918. Wages on Shipping Board vessels, licensed officers and seamen, spring of 1917–May 4, 1918.

May 18, 1918. Seamen's wage award (Atlantic and Gulf), effective May 4, 1918.

June 1, 1918. Stewards' wage scale (Atlantic and Gulf), effective May 4, 1918.

June 1, 1918. Stewards' classification on vessels operated by United States Shipping Board.

June 14, 1918. Licensed officers' wage award (Atlantic and Gulf), effective May 4, 1918.

June 21, 1918. Supplemental wage scale, deck department (Atlantic and Gulf), effective May 4, 1918.

June 24, 1918. Announcement re compensation for loss of personal effects due to act of war (coastwise trade).

June 25, 1918. Overtime decision, vessels of Lake Carriers' Association, effective July 15, 1918.

June 27, 1918. Working rules, marine engineers (Atlantic and Gulf).,

July 2, 1918. Wage award, mates of Hall Coal Corporation, effective season of 1918.

July 16, 1918. Decision re discharge certificates, Lake Carriers' Association.

July 18, 1918. Interpretation retroactive clause in awards effective May 4, 1918.

July 27, 1918. Telegram establishing Great Lakes training station for seamen.

July 28, 1918. Telegram instructing Lake Carriers' Association to sign "Call to the Sea."

July 28, 1918. Telegram suspending registration of seamen in Lake Carriers' Association assembly halls.

July 30, 1918. Instructions regarding manning of vessels operated under authority of the United States Shipping Board.
Aug. 3, 1918. Working rules, masters, mates, and pilots (Atlantic and Gulf).
Aug. 9, 1918. Wage award for seamen employed by "independent" operators on the Great Lakes, effective July 29, 1918.
Aug. 24, 1918. Working rules, seamen and firemen (Atlantic and Gulf).
Nov. 16, 1918. Decision re board and subsistence money engine crews on Great Lakes, during period of laying-up.
Dec. 17, 1918. Resolutions discontinuing war-zone bonus and compensation for loss of personal effects.
Dec. 30, 1918. Decision re stewards' complement on Great Lakes' lumber carrier and package freight steamships.

The following awards have been issued by boards or commissions acting under authority of the Shipping Board:

Nov. 16, 1917. Wage award, employees New York harbor craft, effective Nov. 1, 1917, issued by New York Harbor Wage Adjustment Board.
Jan. 10, 1918. Wage award, licensed officers on Baltimore towboats, effective Nov. 1, 1917, issued by National Adjustment Commission.
Mar. 13, 1918. Interpretation of wage award, licensed officers on Baltimore towboats, issued by National Adjustment Commission.
Mar. 20, 1918. Wage award, stationary steam hoisting engineers, New York Harbor craft, effective Jan. 1, 1918, issued by New York Harbor Wage Adjustment Board.
Apr. 10, 1918. Norfolk barge masters' award, effective Apr. 1, 1918, issued by National Adjustment Commission.
Apr. 21, 1918. Interpretation, Norfolk barge masters' award, issued by National Adjustment Commission.
Apr. 30, 1918. Wage award, steam and operating engineers, Boston, effective May 1, 1918, issued by local adjustment commission.
June 8, 1918. Wage award, employees New York harbor craft, effective June 1, 1918, issued by New York Harbor Wage Adjustment Board.
June 18, 1918. Overtime award, marine engineers, Boston harbor craft, effective May 1, 1918, issued by local adjustment commission.
June 29, 1918. Wage award, marine engineers, New Orleans harbor craft, effective April 1, 1918, issued by local adjustment commission.
June 29, 1918. Wage award, masters, mates, and pilots, New Orleans harbor craft, effective Apr. 1, 1918, issued by local adjustment commission.
July 10, 1918. Wage scale, licensed officers ocean-going coastwise towboats (Atlantic and Gulf), effective May 4, 1918, issued by National Adjustment Commission.
July 10, 1918. Wage award, licensed officers on Mobile River boats, issued by local adjustment commission.
July 12, 1918. Revised wage award, employes New York harbor craft, effective June 1, 1918, issued by New York Harbor Wage Adjustment Board.
July 26, 1918. Amendment to overtime award of June 18, 1918, marine engineers, Boston harbor craft, effective May 1, 1918, issued by local adjustment commission.
Oct. 30, 1918. Decision re request for modification with respect to Gulf coast of wage award, licensed officers ocean-going coastwise towboats, rendered by National Adjustment Commission.

Nov. 25, 1918. Norfolk barge masters' award, effective Oct. 1, 1918, issued by National Adjustment Commission.

Nov. 25, 1918. Wage award, tugmen employed by Great Lakes Towing Co., issued by National Adjustment Commission.

Dec. 20, 1918. Licensed officers' wage award (Atlantic and Gulf), effective Jan. 1, 1919, issued by special commission.

Dec. 20, 1918. Radio operators' award (Atlantic and Gulf), effective Jan. 1, 1919, issued by special commission.

This list does not include the awards of the national or local adjustment commissions affecting longshore labor, rendered under the original agreement creating the National Adjustment Commission. For the titles and complete text of these and other awards, see the report of the National Adjustment Commission (U. S. Shipping Board, Dec. 31, 1918).

12. STANDARD CREW COMPLEMENTS ON CARGO VESSELS MANNED BY THE UNITED STATES SHIPPING BOARD, MARCH, 1919.

Under date of February 1, 1919, the Division of Operations of the United States Shipping Board announced the adoption of the following standard crew complements to be carried in the deck and engine departments of all vessels operated by the Shipping Board:

DECK DEPARTMENT.

Position.	Cargo vessels having dead-weight tonnage of—								
	3,000	4,000	5,000	6,000	7,000	8,000	9,000	10,000	11,000
Master	1	1	1	1	1	1	1	1	1
Mates	3	3	3	3	3	3	3	3	3
Carpenter	1	1	1	1	1	1	1	1	1
Boatswain	1	1	1	1	1	1	1	1	1
Able seamen	4	4	4	6	6	6	7	7	7
Ordinary seamen	2	2	2	2	2	2	3	3	3
Total	12	12	12	14	14	14	16	16	16

ENGINE DEPARTMENT.

Position.	Cargo vessels having indicated horsepower of—								
	1,000	1,250	1,500	1,750	2,000	2,250	2,500	2,750	3,000
Coal-burning vessels:									
Chief engineer	1	1	1	1	1	1	1	1	1
Assistant engineers	3	3	3	3	3	3	3	3	3
Deck engineer	.....	.....	.....	1	1	1	1	1	1
Storekeepers	.....	.....	.....	.....	.....	1	1	1	1
Oilers	3	3	3	3	3	3	3	3	3
Water tenders (not carried on vessels unless fitted with 2 or more water-tube boilers)	.....	.....	.....	.....	.....	.....	.....	(3)	(3)
Firemen	3	6	6	6	6	9	9	9	9
Coal passers	3	3	3	3	3	6	6	6	6
Total	13	16	16	17	17	24	24	27	27

ENGINE DEPARTMENT—Continued.

Position.	Cargo vessels having indicated horsepower of—								
	1,000	1,250	1,500	1,750	2,000	2,250	2,500	2,750	3,000
Oil-burning vessels:									
Chief engineer	1	1	1	1	1	1	1	1	1
Assistant engineers	3	3	3	3	3	3	3	3	3
Deck engineer	.....	.....	.....	1	1	1	1	1	1
Storekeepers	.....	.....	.....	.....	.....	.....	.....	1	1
Oilers	3	3	3	3	3	3	3	3	3
Water tenders (not carried on vessels unless fitted with 2 or more water-tube boilers)	.....	.....	.....	.....	.....	.....	.....	(3)	(3)
Firemen	3	3	3	3	3	3	3	3	3
Wipers	2	2	2	2	2	3	3	3	3
Total	12	12	12	13	13	14	14	18	18

In addition to the above, vessels of the Shipping Board carry a supercargo and sometimes one or two clerks. One wireless operator is carried, unless there are over 50 persons on board, in which case the law requires two.

The figures given for firemen, coal passers, and water tenders are subject to some fluctuation, depending on the arrangement of the boilers and bunkers.

Shipping Board vessels carry six or more persons in the stewards' department; but work on the standardization of this department is still in progress (March, 1919).

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MARINE AND DOCK LABOR

Work, Wages, and Industrial Relations During the Period of the War

REPORT

OF THE

Director of the Marine and Dock Industrial Relations Division, United States Shipping Board

SUBMITTED TO THE BOARD
AS OF DECEMBER 31, 1918

By

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